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PARTNERS FOR EDUCATIONAL PROGRESS (PEP), AN ANALYSIS OF COOPERATION--IMPORTANCE, STATUS, PRINCIPLES, EXAMPLES AND ACTION PROGRAMS.

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FOUR ESSAYS REFLECT THE THINKING AND RECOMMENDATIONS OF PARTICIPANTS IN THE KANSAS CITY METROPOLITAN SCHOOL STUDY GROUP CONFERENCE OF 1966 AND HERALD A GREATER DETERMINATION TO ACHIEVE THE GOALS OF SCHOOL STUDY COUNCILS. MAJOR THEMES DEAL WITH THE ROLE OF EDUCATION IN THE INCREASING INTERDEPENDENCE OF SOCIAL INSTITUTIONS, METHODS FOR GAINING AND MAINTAINING COOPERATION BETWEEN AUTONOMOUS ORGANIZATIONS, SPECIFIC EXAMPLES OF EDUCATIONAL PROJECTS HIGHLIGHTING INTERORGANIZATIONAL COOPERATION, AND PROPOSALS FOR CHANGING COOPERATIVE RELATIONSHIPS INTO ACTION PROGRAMS. THE NEED FOR POSITIVE LOCAL ACTION BY METROPOLITAN SCHOOL STUDY GROUPS IN INITIATING COOPERATIVE VENTURES BETWEEN EDUCATIONAL AGENCIES IS STRESSED. APPENDICES INCLUDE A DEFINITION OF WHAT CONSTITUTES A METROPOLITAN AREA, A LIST OF EDUCATIONAL PROGRAMS AND INFORMATIONAL AGENCIES IN THE KANSAS CITY AREA, AND A FORMAT FOR DEVELOPMENT OF A METROPOLITAN DA \ BANK. THIS DOCUMENT HAS BEEN DERIVED FROM THE METROPOLITAN SCHOOL STUDY GROUP FALL CONFERENCE (4TH, EXCELSIOR SPRINGS, MISSOURI, NO DATE), AND IS ALSO AVAILABLE FROM PROFESSOR EDWIN BAILEY, EXECUTIVE SECRETARY, (MSSG) SCHOOL OF EDUCATION, UNIVERSITY OF MISSOURI, KANSAS CITY, MISSOURI 64110, FOR $0.50. (JK)

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PARTNERS FOR EDUCATIONAL PROGRESS (PEP)

An Analysis of Cooperation: Importance, Status, Principles, Examples & Action Programs

MSSG

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PARTNERS FOR EDUCATIONAL PROGRESS (PEP)

An Analysis of Cooperation:

Importance, Status, Principles, Examples & Action Programs

Sponsored by:

The Metropolitan School Study Group (MSSG)
O. L. Plucker, Chairman

and

The Mid-continent Regional Educational Laboratory (McREL)
Robert Gilchrist, Director

October, 1967

Edited by Frank W. Markus

Additional copies (at 50¢ each, postpaid) may be obtained by writing Professor Edwin Bailey, Executive Secretary, (MSSG) School of Education, University of Missouri at Kansas City.

PREFACE

School Study Councils of today are beginning to approach the model originally conceived by Paul Mort in the late 1930's. These councils have made or are making the transition from study-discussion orientations to action-product orientations and from passive-lethargic groups to active-dynamic groups. This monograph describes one study council's efforts to actively "wrestle" with the problem of cooperation and the ever increasing number of "eligible" partners and forces interested in improving education.

The brief history of the Metropolitan School Study Group (MSSG) spans approximately nine years. Like many study councils, the activities centered around casual efforts to discuss and compare educational issues and problems common to all of the members. But the rapid acceleration of change in all areas of our society required increased cooperative efforts. As a result, during the past four years MSSG, like other councils, has moved from the rather passive level of uncommitted discussions to the more demanding role of an action group. The impetus to action could be identified as the concentrated efforts of a small cadre of leaders who recognized the need for immediate development of a proposal to be submitted under Title IV of the Elementary and Secondary Education Act recommending the establishment of the Mid-continent Regional Educational Laboratory (McREL). The success of MSSG and other contributing agencies was attested to when a regional educational laboratory was funded by USOE for a four-state area (Kansas, Missouri, Nebraska, and Oklahoma) with central headquarters located in Kansas City. With this step came the process of legal incorporation for MSSG as a non-profit educational agency—an agency with a structure that would: "encourage exchange of ideas; identify common problems and resources; **and,** cooperatively seek solutions to the common problems." During this same period of time, MSSG sponsored and published an **Instructional Television Handbook.** This project was successfully completed this bolstering the confidence of the members of the organization that visible results would accrue from their combined talents. The history of MSSG is testimony to the fact that the infant must creep before he walks and must walk before he runs. MSSG has come of age, it is now ready to run—just how fast and how far will depend greatly on the next few decisions it makes. For as a youthful organization MSSG needs immediate successes to breed the ultimate successes of which it is infinitely capable.

It was in this spirit that the MSSG held its fourth Fall Conference at Excelsior Springs, Missouri to discuss the theme, "Part-

ners for Educational Progress" (PEP). It is from this conference that this publication has been derived. The major themes which emerged from the "PEP Conference" pose perplexing questions, as well as stimuli for action, to those who would have the schools accede to their role as the "protypical interdependent institution in the interdependent society." The ideas generated by the capable slate of speakers, both in their more formal remarks and in the spirited interchanges which followed, illuminated many areas of potential cooperative relationships. The speakers were well chosen to represent strategic and influential roles within the expanded spectrum of the educational enterprise. Each spoke with insight, objectivity, and candor on those aspects of this enterprise which he or she knew best. As a result, conference participants were treated to a wide range of meaningful excursions into the realms of a metropolitan planning commission, regional council for higher education, the U.S. Office of Education, a large National foundation, a metropolitan educational research council, a regional educational laboratory, and the Interstate Compact for Education.

To the amazement of the conference participants, the tired, sterile cliches on the virtues of cooperation, to which we have all become accustomed, simply failed to materialize. In their absence, what emerged was a potpourri of vividly descriptive "cameos" of the cooperative process in action. The dimensions and characteristics of these slices of reality changed with the perspective and background of each speaker. No one ventured to encompass within his remarks the totality of the educative function in society. And no one attempted to circumscribe the possibilities for cooperative action. The richly varied texture of the cooperative process in education which was developed during the conference served to reinforce the conviction of participants that new paths to cooperative action were open to them.

This monograph represents an effort to provide a map so that the conference participants and other study councils might chart additional paths to cooperative endeavors. The major purposes of this publication are to:

1) describe the complexities of change; its effect upon man, organizations, and society; and the increasing need for cooperation.

2) synthesize and develop general principles of cooperation.

3) provide examples of cooperation among organizations.

4) construct two proposals for action which apply principles of cooperation.

5) summarize the proceedings of the Conference - Partners for Educational Progress (PEP).

The acknowledgements for the preparation of this monograph are extensive. Truly, this publication illustrates the concept and value of cooperation. The organizations that made this monograph possible (Mid-continent Regional Educational Laboratory and the Metropolitan School Study Group) and the speakers of national reputation who provided the substance from which four dedicated scholar-practitioners extracted and developed this monograph proved to be a harmonious blend. Only you the reader, can complete the cooperative cycle.

Frank W. Markus

SPEAKERS

George Baird, President, Educational Research Council of Greater Cleveland

Edward Brainard, Director, Educational Grants, Institute for Development of Educational Activities, Charles F. Kettering Foundation

Stuart Eurman, Executive Director, Metropolitan Planning Commission - Kansas City Region

Hendrik Gideonse, Director, Program Planning and Development Staff, Bureau of Research, United States Office of Education

Robert Gilchrist, Director, Mid-continent Regional Educational Laboratory

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DANIEL U. LEVINE

CHAPTER I

Cooperation in an Age of Interdependence

We owe it to a new idea which we think is worthwhile to give it a real test before evaluating it. One of the ways to be sure it is tested adequately is to focus a large amount of resources on it, all the talents than can be made available to make it work.
Robert S. Gilchrist, PEP Conference, 10/8/66.

Education in a Time of Change

The wise man has always known that each generation inherits a somewhat different world than that of its predecessors. In times gone by this proposition may have seemed novel to adults who lived in a comfortable, slow-changing world which appeared to demand few major adjustments in the thinking or behavior of the people who lived in it. Today, however, the world is changing so rapidly that even the most insensitive dullard must recognize the necessity for each generation of adults to accommodate itself to a society vastly different from that into which it was born. Change of every kind is the order of the day—even change in the rate of change.

As a flood sweeps away even the most seemingly solid structures which stand in its way, so the tidal wave of change rapidly makes even the most familiar beliefs and objects obsolete. One quarter of a century ago, for example, Sears, Roebuck & Company in its catalogues proudly proclaimed the "brilliant styling" of its iron coal range—the "favorite of young moderns"—for only $76.95.[1] Twenty-five years old, and relics of the past! Similarly, a determined search probably could turn up classrooms still using textbooks of 1939 vintage, but the profound shock we would feel on visiting such classes is the real gauge of the rapidity with which education in the United States is being transformed.

It is easy to recognize that even the finest coal range has outlived its usefulness, but realization that the social and institutional patterns of the long-ago world before the second world war need up-dating is more difficult to achieve. Thus there is a tendency to take it for granted that established educational practices are appropriate in new situations for which they may have little relevance. The resulting incongruency is vividly described by George Baird:

> If you took your wife to a physician who told her to wear an asafetida bag around her neck, you would be

1. John Brooks, "The Anatomy of Change: 1939/1966," Horizon VIII (Fall, 1966), p. 48.

> very skeptical. Yet this is the equivalent of many of the outdated practices in our schools—sending our youngsters out with asafetida bags around their necks.*

But the problem is not just that it is difficult to determine when an invisible commodity such as an idea has outlasted the situation that initially made it worthwhile. To encounter change by definition means to face a new set of circumstances in which habitual beliefs and behaviors may be no longer appropriate. To modify habits is generally an extremely difficult challenge, especially since the consequences of doing so are not easily predicted. We are tempted, instead, to erect a facade of complacency which shuts out the discomforts of adjustment and/or readjustment. Such reactions are likely to be self-defeating, for, to quote Baird again: "You run a terrific hazard of being wrong if you change. But you guarantee absolutely that you'll be wrong if you don't change."*

When a nation's most precious commodity—its human resources—is involved, the stakes are far too great to tolerate much of a gap between our knowledge of what makes for effective education and the actual practice in the schools. More than most institutions, the schools must keep pace with the changing environment in which they exist. The beginning of wisdom in education, then, is to understand the characteristics of the new era in which it is conducted.

Interdependence in an Era of Change

> The essential point about American education is that there are so very many different agencies and institutions responsible for different parts of the educational system. One needs only to refer to such institutions as local districts, state departments, professional associations, teacher training organizations, college and university systems, and the federal office of education to suggest the numerous places at which power and authority are located, and the degree to which cooperation among them is essential to forward movement.
>
> Hendrik Gideonse, PEP Conference, 10/7/66.

The dimensions of the age in which we live and the need to accept interdependence have been clear for some time. Together they make up a familiar litany which has become almost tiresome in its reiteration: industrialism, urbanization, scientific and technological revolutions, automation, mobility, environmental pollution, and many others, but above all, interdependence. The growth in the nation's population has meant that more and more

* PEP Conference, 10/7, 8, 9/66.

people rub shoulders in a restricted amount of space, and shoulders rubbed raw soon begin to throb with pain. Modern technology has collapsed time and space; in so doing, it is eliminating the few remaining vestiges of self-sufficiency which persisted through earlier phases of the industrial era. For example, the people of New York City, during a power failure, must now depend on sources located thousands of miles away, while the inhabitants of the midwest and south are "plugged" into the wider world by a communications network with twin loci on the east and west coasts. It is no mere wisecrack to say that Minnesotans sneeze when Texans catch cold, for an infected traveller can carry disease from one end of the country to the other in a matter of hours. The air pollution generated by an industrial park in one community is blown downrange to scores of other communities where it blackens walls and eats away at eye and throat, while the human and industrial waste materials discharged into the disposal system of the latter float upstream to emerge as smelly effluent from the faucets of unsuspecting, helpless homeowners.

As change accelerates, we reap the fruits of science and invention, but we no less sow the seeds of a bitter harvest. A growing, increasingly urbanized population begins to press toward the limits of the nation's natural resources, foreshadowing a time when clean air, clean water, open land for agriculture or recreation, or any number of other irreplaceable natural resources will be in critically short supply. Population growth also intensifies competition for the good things of life, whether physical or spiritual, with the result that many persons fall further and further behind their fellow citizens whose greater wealth or success wins them access to the rewards of a relatively affluent society. The movement of peoples in response to underlying economic and political change piles up masses of disadvantaged and therefore explosively dissatisfied citizens in the older decaying inner cores of the large cities.

The "achievements" described in the foregoing paragraphs have been accomplished with a national population of a mere 200 million and world population of just 3 billion. Looking ahead to the not too distant future—perhaps 100 years from now—there will be ten times as many persons living in a nation and a world which already has too little room to expand. Perceptive observers such as Doxiadis have pointed to the certainty that the continuation of present trends will mean that:

> More and more areas are going to become overcongested, more and more areas are going to be turned into slums and at a higher rate than at present.

> If we cannot cope with the present situation, we shall be still less able to cope with the situation of the future. This increase of problems, if combined with an inability to face them, is certainly going to lead to disaster.[2]

Since interdependence is becoming an ever more pervasive characteristic of modern society, solutions to the increasingly critical problems created by accelerating change cut across the perceptual boundaries which seperate one organizational activity from another. In such a situation the organization which tries to function independently of others is fueled on an input as antiquated as that which went into the coal-burning stove; neither can perform at a level which meets present standards of the 1960's, much less the 1970's. Forced to recognize this, the federal government undertakes to provide training for jobless, alienated young men and women, and immediately turns to industry and the universities to operate its job corps centers. The fire department in a prospering suburban community finds that the costs of modern equipment capable of handling fires in multi-story buildings exceed its not unlimited budget, and turns to neighboring towns and villages for help in time of need. The public health officials in one community fight a hopeless battle against insect-borne pestilence spawned in marshy swamps adjacent to communities twenty miles distant, and has no recourse but to work with their distant neighbors or leave the job unfinished. The point is so obvious that there is no need to belabor it with additional examples: the organization in an interdependent society is charged with tasks it cannot do alone; it is beholden to a myriad of other organizations, and no amount of resolution can restore the self-reliance it may have had in the less complicated past.

Put simply, the challenges of the new era are greater than can be handled through the social and organizational mechanisms of the past. No single organization, irrespective of how large it is or how well it is run, can begin to hold the dyke against the mushrooming problems associated with the tidal wave of change in a complex and interdependent industrial society. Neither do the uncoordinated efforts of a number of individual organizations add up to much of a solution to a major problem. But, as Gideonse pointed out to the participants at the conference:

> .... when you join together the efforts of several different agencies, such as a community health department, a local school district, a regional educational laboratory, and a university, you achieve a critical

2. C. A. Doxiadis, **Urban Renewal and the Future of the American City** (Chicago: Public Administration Service, 1966), p. 50.

mass—greater than the sum of the parts—which puts you over.*

The proliferating establishment of patterns of interorganizational or interinstitutional cooperation in all sectors of American life bears eloquent witness to the fact that the very survival of an individual organization, immersed as it is in an interdependent society, there is no alternative to the establishment of meaningful and continuing relationships with a number of other organizations. From the viewpoint of a society which wishes to avoid the portending disasters whose outlines are becoming ever more distinct, there is no alternative to concerted social effort aimed at maintaining a livable environment in which man can prosper and live in harmony with others.

Interorganizational Cooperation to Meet the Challenge of Interdependence

> Lack of cordination even in something as simple as naming streets can create very troublesome situations. Consider, for example, that in a single metropolitan area you may have five Elm Streets or five Oak Streets. If a fire engine goes down the wrong one, as sometimes happens, the house can burn down before help arrives. I remember one city in which a ready-mix cement truck went down the wrong Sunset Drive and wound up clear across town; by the time it meandered to the right destination, the cement had hardened in the truck and they had to chip it out.
>
> Stuart Eurman, PEP Conference, 10/7/66.

Cooperation between organizations may be conceived as taking place either vertically or horizontally.

Vertical cooperation may be defined as the joint effort of organizations engaged in somewhat different activities, as when the federal government, private electronics firms, universities, and specialized research agencies pool their resources to perfect an invention or pursue a particular scientific breakthrough.

Horizontal cooperation may be defined as the joint effort of organizations engaged in performing either relatively similar activities or providing almost identical services for differing groups of clients; as when colleges and school districts in the greater Kansas City area work together in the establishment of a college scholarship program that identifies and selects intellectually able students from disadvantaged homes.

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* PEP Conference, 10/7, 8, 9/66.

Whether vertical or horizontal, cooperative activity may be further classified according to its emphasis on: coordinating efforts of participants, providing a particular service to a single clientele, collecting and sharing information, and avoiding duplication of efforts. Furthermore, cooperation may consist primarily of joint planning or it may also entail an action dimension. In the case of joint planning, a further distinction often made is that between **comprehensive planning,** which involves vertical cooperation between different kinds of organizations, and **functional planning,** which involves horizontal cooperation between organizations that function in the same general field.

One of the major purposes of interorganizational cooperation is to reduce the waste and inefficiency which are inevitable when organizations fail to coordinate and control their efforts in making the best possible use of available resources. The problems of the interdependent society are so enormous that waste and inefficiency in important social activities become less and less tolerable. In urban society the failure to share information and plan for orderly development can be extremely harmful, as Stuart Euman explained in pointing out that:

> There is quite a lot of waste in collecting information which various people need to do their work. For example, the gas, electric, and telephone utilities are continuously spending money to find out where the growth potential is located, because this determines where they should put a high tension line or a substation. So each of them keeps a record of building and demolition permits issued by the local governments. The situation makes no sense, because if a common data collection system were operational you would merely have to make a single phone call to obtain accurate information.

In general, unplanned growth can be very expensive and inconvenient. Suppose, for example, a developer who has title to farm land decides to subdivide it for housing tracts. He subdivides the land into city lots and has a utility company extend sewer and water lines to his one hundred acres of open corn field. Who pays for those expensive pipes? It is the unsuspecting consumer who finds out about it after he has bought a house at the other end. In the same way, a family that moves in there is likely to find itself without curbs or streetlights, and with neither a shopping center nor library for miles around.

Past mistakes in urban development are as difficult to cut out as a cancer. Planning is preventive medicine

> to direct future growth in accordance with how you want to live.*

Depending on the problems they face at a particular time, organizations may find it necessary to emphasize either vertical or horizontal cooperation and to engage in either planning or action projects, or to develop new relationships in all these directions at once. In general, the need to coordinate organizational services varies directly with the severity of a problem and the degree of dysfunction that would result from a failure to solve it. Services that are of great functional significance to society as a whole are increasingly planned and organized on a cooperative basis, because our reliance on them means that inefficiencies in these services cannot be tolerated without significantly disrupting or even destroying the social fabric.

Interorganizational cooperation in a major social activity, whether horizontal or vertical and whether emphasizing planning or action, almost always entails the participation not only of many private organizations but of public agencies at every level of government as well. Associated as they are with urbanized areas that take it sometimes thousands of local political units, significant social problems cannot be attacked satisfactorily within the confines of a single governmental jurisdiction. It is for this reason, as the Committee on Government Operations of the United States Senate has pointed out, that many

> ....areas of concern require not only interlocal cooperation but joint action by higher levels of government. Highways, for example, are typically designed and built by State highway departments, and must meet Federal standards if they are to receive federal aid in financing. Large parks and land reserves are generally acquired and manged by state agencies or special district commissions. Effective guidance if metropolitan development almost always depends upon an intricate coordination of action by local and State governments, often involving federal agencies as well, and upon sensitive adjustments of governmental policies to meet changing conditions of private development.[3]

Transportation is one of the best examples of an important field in which critical problems are forcing the development of ever more broad-based and intensive interorganizational cooper-

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* PEP Conference, 10/7, 8, 9/66.

3. **The Effectiveness of Metropolitan Planning.** Prepared by the Joint Center for Urban Studies of the Massachusetts Institute of Technoolgy and Harvard University in cooperation with the Subcommittee on Intergovernmental Relations of the Committee on Government Relations of the United States Senate. (Washington, D.C.: U. S. Government Printing Office, 1964). p. 7.

ation. It is obvious that economic prosperity as well as many other prerequisites for the satisfaction of human needs in modern society depend directly on the quality of a nation's transportation network. It has been equally obvious—often painfully so—that in many ways the nation's transportation network is not adequate to meet the escalating demands to which it is continually being subjected. These demands are not easily satisfied, for it is an incredibly expensive proposition to provide an adequate transportation capability in an industrialized and urbanized society. Just a few miles of super-highway cutting through the settled parts of a city, for example, will cost millions of dollars, as will dredging a canal or river to increase its depth by even one foot. Commensurate with the importance and the expense of a major transportation project, the ramifying effects of such a project are impossible to exaggerate. In fact, no one has been able to calculate how much an expressway costs and what its true worth is taking into account only such direct factors as the loss of tax revenues from homes and businesses displaced by land clearance, the reduced property value of the thousands of businesses which, though they straddle the route, are made inaccessible to many potential customers, the rise in rents occasioned by the tearing down of apartment units, and the greater volume of business supposedly caused by providing high speed access to the downtown area.[4] The expense of an expressway system, furthermore, is inflated still more if it happens that a highway must be only slightly lengthened because two adjoining communities are unable to agree on the shortest feasible route or if an interchange is improperly placed to feed into arterial traffic patterns which a local jurisdiction is working to modify and improve. It is no accident, then, that since 1962 Congress has withheld funds from local transportation agencies whose plans are not coordinated with those of other agencies whose operation is in one way or another concerned with the location of a new highway (e.g., airport authorities, zoning departments, water departments, utility regulation departments, property assessment departments, etc.). Lagely due to legislation passed in 1961 and in succeeding sessions of Congress, most of the nation's 231 metropolitan areas have now established or are in the process of establishing official metropolitan planning commissions which will coordinate multiplicity of social activities on an areawide basis.

It is significant that recent legislation dealing with coordination of the vital services on which the nation depends has given primary emphasis to coordination at the metropolitan level. For

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4. Wilbur Thompson, **A Preface to Urban Economics,** (Baltimore, Maryland: John Hopkins Press, 1963).

it is the metropolitan area which is the most natural and appropriate territorial unit for analyzing and handling urban problems. According to the United States Bureau of the Budget a metropolitan area consists of those contiguous counties in which the people of a central city, surburban communities, satellite cities, and urban-rural fringe communities maintain significant contacts and interchange cutting across political boundaries. Activities in one part of the area, therefore, influence and are influenced by related activities throughout the area. It follows that a series of independent local solutions does little to solve what in many instances are serious areawide problems. The more crucial a service is to the welfare of society, the more critical the need to work together in supplying it to the metropolitan area. It is within the metropolitan area that the population served by a number of local government agencies live close enough together to facilitate the introduction of important services which most of the agencies are too small to provide by themselves. The metropolitan planning commissions now in operation or in the process of formation throughout the United States are organized specifically to facilitate such areawide coordination in many fields. Not only are they potentially effective instruments for coping with the impending disasters which threaten to tear the nation apart, but they also signify society's realization that the metropolitan area is the most relevant level at which many kinds of functional and comprehensive planning should be conducted and many other forms of interorganizational cooperation should be pursued. "To this end," in the words of the American Institute of Planners,

> the metropolitan planning agency seeks to establish close working relationships with . . . other organizations and instrumentalities . . . (which) range from the the federal level (such as the Housing and Home Finance Agency) through state (highways and natural resources), metropolitan and county bodies (parks, transit and water supply authorities or districts), to the many local agencies and departments, charged with schools, urban renewal and, of course, planning. To this should be added significant voluntary groups such as health and social welfare agencies.[5]

As is no doubt true in other metropolitan areas, school districts in the Kansas City Metropolitan Area will greatly benefit from the establishment of the Metropolitan Planning Commission - Kansas City Region. Its director, Stuart Eurman, told participants at the

5. **Background Paper—The Role of Metropolitan Planning.** Washington, D.C.; American Institute of Planners, September, 1965, p. 8.

PEP Conference of the preliminary plans which had been made to form an areawide technical advisory committee on education. Representation on this committee and in other units of the commission could help educators obtain more accurate long range enrollment projections, provide more adequate park and recreational facilities near schools, locate schools so as to minimize the cost and hardships associated with transportation, and achieve many other goals through interorganizational cooperation. The inclusion of school districts and other educational organizations in the Metropolitan Planning Commission - Kansas City Region represents an acknowledgement of the fact that in many respects education, like all important social activities, are indissolubly linked together throughout the metropolitan area. In underlining the inherent rationality and desirability of area-wide coordination of metropolitan affairs in general and educational functions in particular, the PEP Conference thereby reaffirmed the determination among its participants to make the Metropolitan School Study Group an effective coordinating instrument for education throughout the Kansas City area. Specific proposals for doing so were explored in later sessions of the conference as well as in the months which followed, thereby reinforcing the participants' belief that the metropolitan area is the strategic educational arena for interorganizational cooperation in the interdependent society.[6]

Education in the Interdependent Society

> I hope that everyone, but particularly the school man, realizes that problems which come up don't simply go away. When they are educational problems which are not solved by the local schools, they move rapidly to the state level. When they are not solved on the state level, you wind up with the headstart program, the five titles of PL 89-10, the Higher Education Act, and many other federal programs.
>
> Karl Grittner, PEP Conference, 10/9/66.

In recent years it has become abundantly clear that education is now the central consideration shaping the kind of world in which we live and in determining whether we can fulfill our aspirations for the future. In the words of President Lyndon B. Johnson:

> Education is the key to opportunity in our society . . . No other challenge . . . is greater importance to the American people . . . Nothing matters more to the future of our country.

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6. More extended analysis of metropolitan cooperation in education in Kansas City and other metropolitan areas and of the proposals discussed at the conference is contained in chapters III and IV.

> Not our military preparedness—for armed power is worthless if we lack the brain power to build a world of peace. Not our productive economy—for we cannot sustain growth without trained manpower. Not our democratic system of government—for freedom is fragile if citizens are ignorant.[7]

On the whole, educators have been quick to accept the increasing responsibilities which social change is assigning to them. The schools have been initiating new programs at an unprecedented rate. Hundreds of thousands of disadvantaged students, for example, are now enrolled in pre-school classes, and the Educational Policies Commission has urged that the opportunity to attend a pre-school be extended to all youngsters irrespective of their backgrounds. The schools have initiated so large a variety of anti-dropout and anti-delinquency projects that even a knowledgeable observer could not name them all. School districts are reaching out to teach basic literacy to unemployed adults and to help parents learn to supervise their childrens' play in ways which reinforce the work of the teacher. In many communities the facilities of the schoolhouse are being thrown open to accommodate an endless variety of courses for any citizen who indicates a desire to engage in culturally enriching study and to conduct programs designed to help both youth and adults lead fuller, more healthy, and more satisfying lives. Again in the words of President Johnson, education is moving rapidly into an era in which the school will be:

> . . . open to the entire community . . . . (and) will be the center of community life . . . It might have a community health clinic, a public library, a theater, and recreation facilities. It will provide formal education for all citizens—and it will not close its doors at 3 o'clock.[8]

The interdependent society, if it is to survive, must be the fully educated society to a totally unprecedented degree. Education is the indispensable foundation on which all other activities depend. The educational system is called on not only to supply trained manpower to every sector of the economy but also to produce innovators at the cutting edge of the scientific revolution. It is called on to develop citizens with the civic wisdom needed to find just and harmonious answers to complex domestic questions and to achieve equitable and peaceful solutions to explosive international issues. It is called on to train citizens who can build a society which is successful in human terms: one that strains toward the

7. **White House Conference on Education: A Milestone for Educational Progress.** (Washington, D.C.: U. S. Government Printing Office, 1965).
8. **Nation's Schools,** 77 (March, 1966). p. 29.

heights of artistic achievement rather than the depths of corrupted taste. More than ever before, it is the quality of the education that students acquire in the schools which determines whether they will succeed or fail in pursuing careers which might enable them to share in the comforts and security of an affluent economy.

In such a society citizens necessarily become progressively more concerned with the quality of the education provided for their own children and their neighbors' children—even if those neighbors are hundreds of miles away. With the sophistication born of living in a condition of interdependence, millions of citizens become unwillingly aware that, "Miseducation is a mobile commodity; it travels in old jalopies and interstate buses, and on the backs of the trucks that bring the migrants into town; it has a habit of showing up a thousand miles from where it originated, or even just across the suburban line from the central city."[9] The "demands" on the school, accordingly, are not made only in a rhetorical sense, but in a very real sense as well. A public understandably aroused about education generates political leadership determined to exercise direct influence to ensure that the schools achieve the multiplicity of expanding goals which are being thrust upon them. The result, in the words of Burton Clark, is that, "Economic, demographic, and political trends of the last two decades have, therefore, eliminated the economic and political irrelevance of education."[10]

It is clear that the societal responsibilities assigned to education increasingly force it into relationships outside the confines of the relatively isolated operating structure in which it has been rather autonomously contained in the past. The fulfillment of these responsibilities requires close and continuing contact—or vertical cooperation—with the many non-school agencies jointly involved in working to achieve and maintain prosperity and effective human relationships in an interdependent society.

Interdependence in the Educative Society

> The creative people in school districts need an opportunity to develop innovations and compete in the idea market, but many school districts are unable to support programs which free them to do so.
>
> Edward Brainard, PEP Conference, 10/8/66.

How can the schools provide more and better education to more persons at a greater range of ages and for a greater variety of

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9. Peter Schrag, "The New Pedagogy," **The Reporter,** September 22, 1966. p. 59.
10. Burton R. Clark, "Interorganizational Patterns in Education," **Administrative Science Quarterly,** 10 (September, 1965). p. 227.

purposes than ever before? How can they simultaneously help advance the frontiers of knowledge and join in translating this knowledge into improvements in the organization and conduct of human affairs? Supplying answers to these questions requires a recognition that the objectives can be achieved only through continuously acquiring more knowledge about the conditions which contribute to excellence in teaching and learning and by finding ways to apply this knowledge in making instruction more effective and efficient. These latter goals, however, far exceed the capability of any existing or conceivable autonomous educational organization. George Baird, for example, points out that:

> There is not a single school district in all the land that has enough talent on its staff to fully prepare, test, evaluate, revise, and refine a curriculum in even one of the social sciences, much less curricula in all of the various disciplines within that field of study.*

New knowledge and improved practice can be attained, on the other hand, when schools of every possible type, at every level of education, work together to draw on available resources in developing cooperative projects which individual agencies cannot possibly support by themselves. Baird went on to illustrate how experience with the Greater Cleveland Research Council had demonstrated that:

> When school districts join together, they **can** get help from leading scholars who will participate in curriculum development and work with teachers. And it isn't just that cooperating districts can absorb costs which they could not afford individually, but even more, that creative scholars have the same goals we practicing administrators do: they want to have an impact, and the way to do it is to work with thirty cooperating school districts and their thousands of classroom teachers.*

Bridging the gap between knowledge and practice is no easy matter. Educational excellence in the interdependent society, to state it simply, requires a complex network of vertical and horizontal cooperative relationships. The great magnitude of the educational problems in a mass society means that they do not lend themselves to small scale attack, yet the resources of individual organizations are all too limited. As a result, the unexplored opportunities for achieving educational and social goals through cooperative activity are becoming apparent to discerning educators everywhere. Thus, for example, the American Association of School Administrators together with the International City Mana-

* PEP Conference, 10/7, 8, 9/66.

ger's Association, has listed the many gains that can be achieved when school districts and city governments work together in such activities as:

> . . . planning the location of school and other public buildings and facilities, electronic data processing, provision and use of recreation facilities, maintenance of buildings and grounds, provisions of school crossing guards, library services, centralized purchasing, maintenance of automotive equipment, and adult education . . . . [11]

Already the challenge to provide education equal to the times is far more demanding than it has ever been before, and the challenge can only intensify given the inescapable imperatives of an industrial technological, and urbanized interdependent society. The true magnitude of this challenge may be too enormous to be fully comprehended at the present time, but Hendrik Gideonse communicated a feeling for its dimensions in explaining that:

> We must begin now to anticipate and prepare for the problems that are going to arise in fifteen or twenty years. Imagine, for example, that we decide today we need a better social studies curriculum for the fifth grade. A group of experts is then given several million dollars and four or five years to work on it. This means that it is 1970 or 1971 before material is prepared and tested in the schools and rewritten and retested in its final form. Assuming dissemination was unusually effective, we would have the new material in half the schools in 1975, and being learned, therefore, by half the nation's ten year olds. In most cases these youngsters will not be out of school until 1985. By 1990 they will be assuming positions of considerable responsibility in society. The question we must ask ourselves today is, "What kind of fifth grade social studies will help these kids behave and function in society as it will be in 1990?"*

Challenges of this magnitude cannot be met except in a framework of cooperative interchange in which schools at all levels work together to make better use of their respective resources and to properly articulate their respective contributions. The irresistible demands generated by industrial and urban development have made the school the prototypical interdependent institution in the interdependent society. The constantly growing demands which other insittutions as well as the society as a whole are making on

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11. Marvin Alkin, **Challenges in Municipal-School Relations.** (Washington, D.C. and Chicago: American Association of School Administrators and International City Manager's Association, 1965). p. 41.

* PEP Conference, 10/7, 8, 9/66.

the educational system require that the schools achieve entirely new standards of efficiency and effectiveness. These higher standards cannot be attained unless the schools eliminate remnants of isolation and provincialism such as Herbert Wood illustrated:

> Curriculum change in the secondary schools is going forward all over the country, but the colleges often are not aware of it. It is true that the students eventually communicate what is happening, when they approach a college instructor at the end of a freshman course and point out that they had already learned the material in high school. There is really no excuse for this; it wouldn't happen if schools at different levels maintained adequate communication.*

The participants in the Partners for Educational Progress Conference came to it cognizant of their professional responsibility to work together in improving the quality of education in one of the nation's major metropolitan areas. Through their establishment of the Metropolitan School Study Group and their support for the Mid-Continent Regional Educational Laboratory, they had already done much to provide suitable instruments for meaningful collaboration. It was also recognized, however, that the availability of formal mechanisms for cooperation does not in itself ensure the development of joint projects to bring about better education. Cooperative projects develop most effectively when the participating institutions acquire shared perspectives concerning the exact nature of the social and organizational environment in which they operate and the specific advantages and disadvantages of the various courses of action that are open to them. The purpose of the conference was not only to provide the necessary background material from which to construct shared perspectives, but also to facilitate the personal interactions without which shared perspectives are seldom attained.

The program of the conference, therefore, was organized around several recurring themes which tied its various parts together. These themes have been described in the preceding sections of this chapter. In addition, the formal speeches as well as the less formal discussions time and again considered the practical problems that arise when autonomous organizations work together as well as the general principles that should guide cooperative endeavors if the spirit and substance of cooperative interchange are to be maintained. These considerations are treated at length in Chapter II.

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* PEP Conference, 10/7, 8, 9/66.

Chapter III describes many of the cooperative educational projects, both in Kansas City and elsewhere, which in providing useful illustrations of valuable interorganizational cooperation in the past or present, suggested directions in which conference participants could go in the future. Specific suggestions for further development of cooperative interchange between schools in the Kansas City area are considered in Chapter IV.

GARY NAHRSTEDT

CHAPTER II

Forming the Links: The Cooperative Process

To work together we need skill, judgment, and a high degree of dedication, imagination, and tact. We're going to need a soft heart and a thick skin, a computer kind of mind, and yet a social kind of soul.
Ann Johnson, PEP Conference, 10/7/66.

The general principles for guiding cooperative endeavors which follow are derived in large part from the remarks of conference speakers who, as suggested in the introduction, had no apparent intention of conveying general principles. Nevertheless, it was not difficult to perceive in their remarks an underlying resonance between certain clusters of ideas. These points of convergence may well provide a preliminary basis for the first major collaborative efforts in education. It is well to note that, in a very real sense, these "principles" are themselves the product of the cooperative processes of the PEP Conference.

General Principles for Guiding Cooperative Endeavors

1. **Meaningful cooperation requires commitment based upon the expectation of mutual advantage.** In the past, cooperation was urged upon groups of all kinds because it was believed to be "democratic" or consistent with the "American way of life." While these reasons are not necessarily untrue, they also are not particularly descriptive of the realities of life in an interdependent society. Cooperation is neither good nor bad in an absolute sense; it is, or will be, whatever the involved parties choose to make of it. Certain kinds of cooperation among firms in a single industry are referred to in the newspapers as "price fixing." Cooperation between representatives of different governments may be either diplomacy or treason.

Whatever the goal (or its concomitant moral persuasion), it is apparent that the fundamental axiom of cooperation is the expectation of mutual advantage. As Herbert Wood pointed out:

> The only real cooperation you can expect is where there is mutual advantage which all participants can see clearly. It's that mutual advantage which liberates the artificial obstacles and keeps the program going. There must be a natural affinity, a natural reason for groups to work together.*

This view of cooperation does not depreciate or subordinate the high purposes to which human activities may aspire; rather,

* PEP Conference, 10/7, 8, 9/66.

it accentuates the fact that such activities are most likely to succeed where there is a shared commitment to a common goal, the realization of which will enhance the position of each contributor. There is inherent in this conception of cooperation the assumption that no single contributor is fully capable of accomplishing the goal solely on its own efforts. The themes of the PEP Conference discussed in the previous chapter would appear to support this assumption as it relates to the challenges faced by modern-day educational systems, as does this excerpt from Robert Gilchrist's remarks:

> We have all learned that the days when an individual school system could develop a curriculum by itself are over. Curriculum development in the future must be a double-barreled job. School systems will capitalize on those massive curriculum programs which are nationally funded, but which are seen as relevant to local needs.*

Participation which falls short of an active commitment to the goals of a cooperative endeavor makes an empty hope of the total process. Lacking commitment, such endeavors become mere exercises in human futility. Confronted by the enormity of the task before us, we tend to seek help wherever we can find it, many times on an **ad hoc** basis with little thought given to our responsibilities as recipients. For example, as George Baird told the conference participants:

> We have to face the fact that any project funded by a local or a national foundation ought to require a large share of commitment from the persons who receive it. . . . In practically any field, real improvement takes some blood, sweat, and tears. It just doesn't happen overnight. This means that it will take a great deal of money and commitment.*

2. **Cooperative endeavors are strengthened by involving all community-wide institutions, agencies, and services in the implementation of a systematic development plan.** "Planning has all the power of a suggestion!" commented Stuart Eurman, Executive Director of the Metropolitan Planning Commission—Kansas City Region, as he described the emerging role of this recently created metropolitan agency. But the power of such planning may be sufficient to offset the mercurial pressures unleashed by the mushrooming populations in large metropolitan areas. Most of the 231 metropolitan areas in the United States do have some kind of area planning.

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* PEP Conference, 10/7, 8, 9/66.

The origins of Kansas City's involvement in such a program may be traced to the 1962 Highway Act, which provided matching funds to states for the construction of interstate highways and roads. The Federal Bureau of Public Roads, recognizing that roadways were being planned and built with very little attention to the effects of the new arteries on the land and vice versa, urged better planning in interpreting and implementing the Act. Eurman continued:

> They said that all planning cannot be just highway planning or sewer planning or school planning. It must be **comprehensive** planning, and that means the inter-relationship of all the elements that aid in guiding the sound development of our urban areas.*

As a consequence of the Bureau of Public Roads decision, the four counties of Platte, Clay, Jackson, and Cass in Missouri set up a transportation planning commission. Then on the Kasas side, Johnson and Wyandotte counties followed with the establishment of a comparable agency. Working side by side, the two commissions applied for federal matching funds. "They were turned down cold," Eurman pointed out.

> The federal government said there had to be one area-wide planning agency if you are doing area-wide planning. One plan plus one plan does not equal one plan. It equals two plans.*

And then came federal matching funds for sewer construction, water distributing systems, and open parks and recreation. For such programs according to Eurman:

> The regulations require that before municipalities can obtain federal funds, the application must be reviewed by a metropolitan agency—not for approval, but to see whether the plan for the particular sewer or water system complies or is in keeping with an area-wide plan.*

In response to this new set of conditions, the Kansas and Missouri commissions gave way to the Metropolitan Planning Commision - Kansas City Region.

The American Institute of Planners has suggested that metropolitan planning agencies:

> . . . should seek to establish especially close relationships with other institutions concerned with metropolitan-wide development such as water supply and development authorities, mass transportation agencies,

* PEP Conference, 10/7, 8, 9/66.

> special districts, highway departments, park and recreation agencies, and air pollution control bodies. Efforts should be made to participate in the decision-making processes of such agencies as a major means of accomplishing area-wide development goals.[1]

But what do streets, parks, sewers, public transportation, housing, industry, and off-street parking have to do with education? Since schools are one of about twenty-two urban services required by people living in a high density region, Stuart Eurman contended that schoolmen must be involved in any kind of area-wide planning.

> There is almost a 'musical chairs effect.' You plan some sewers in a particular section of the region, make the land attractive, make it want to grow; and if it grows, people want to come in, and then they need other things like streets, lighting, libraries, parks—and schools.*

With respect to the acquisition of land for school sites, Eurman observed that, when a school district purchases a school site of fifteen acres, only approximately seven acres might be necessary for the school and its immediate grounds. The remaining eight acres could be allocated for adjacent playground facilities. The federal "open space" program would permit the school district a grant of up to fifty percent for the remaining eight acres. Other grant funds could also be made available to the school district to finance the actual facilities on the playground after the land is acquired. Eurman assured the school superintendents of the willingness of the Metropolitan Planning Commission staff to assist in the preparation of such applications.

Hendrik Gideonse responded to the same question, but from a somewhat different frame of reference: "Schools are only one of many educative institutions," he suggested. "They must necessarily link up with a whole series of agencies." Certainly it is obvious that most schools have done very little to discover and to utilize the vast resources lying educationally dormant in their region. A truly educative society would capitalize on the educative elements within its midst, making them conscious, deliberate instruments for personal growth and cultural renewal. For in the final analysis, it is society which educates—and, therefore is educated.

The involvement and commitment of a wide range of community-wide institutions, agencies, and services do not **per se** satisfy

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1 **Background Paper—The Role of Metropolitan Planning.** Washington, D.C.: American Institute of Planners, September, 1965, p. 144, 145.
* PEP Conference, 10/7, 8, 9/66.

the conditions necessary for effecting cooperative action. Without a comprehensive metropolitan area plan to guide and correlate the activities of these many groups, the net effect may well be organized confusion—the worst kind of confusion there is. Furthermore, such a master plan presumes the existence of clearly perceived and mutually advantageous goals.

3. **Goals should be operationally defined, mutually acceptable, and capable of attainment.** The process of identifying and clarifying the goals of a cooperative endeavor is a critical factor in the success of the program. Certainly, the process of goal determination is an essential element of any project conducted by a single agency or individual. When the scope of an activity is broadened to include a wide range of agencies, many of them in a new and unfamiliar setting, the task of deciding upon goals assumes relatively large proportions.

Cooperating parties must be willing to invest a good deal of time and energy in establishing an effective basis for communication. Each party can profit from an exchange of ideas very early in their deliberations. As communications develop, attention must be focused on the intended outcomes of the program. As Gideonse expressed it:

> Why would you cooperate anyway unless you have some idea of what you are trying to accomplish . . .? Coordination between schools and other agencies can't take place unless the cooperating parties understand the rationale behind it. You can't just say, 'Well, guys, let's cooperate.' It doesn't work unless everyone has a common objective they have worked together to define.*

Whatever the goals, they must be fully acceptable to all concerned, for without commitment there can be little expectation of active cooperation. Each contributor must see clearly his own role with respect to the on-going operation. When goals are stated operationally, in precise unambiguous language which specifies the intended outcomes in terms of a tangible product, then a sound basis exists for translating these goals into an action program. The relationhip between goals and such a program was capably depicted by the American Institute of Planners when they urged metropolitan planning agencies:

> . . . to seek establishment and acceptance of goals, both long-range and immediate, for the metropolitan area's physical development (with due regard to economic and social factors). These goals should be the

* PEP Conference, 10/7, 8, 9/66.

> basis for the formulation of the comprehensive metropolitan area plan—and that plan, in turn, should serve as a framework within which may be coordinated the comprehensive plans of municipalities, counties, and other units of government in the metropolitan area.[2]

Whether the goals are long-range or immediate, they should not be so modest that their attainment has no impact, nor so large that they are unlikely to be accomplished. Just as the skilled classroom teacher avoids both the trivial questions which challenge no one and the monumental questions which overwhelm everyone and asks instead the middle-sized questions on which children can grow, so also the planners must select goals which are both meaningful and reasonably capable of attainment.

4. **Success in the attainment of initial goals enhances the likelihood of continued cooperative endeavors.** As the saying goes, "Nothing succeeds like success."

The practical validity of this old adage may well account for its longevity. And nowhere is success more prized—and needed—than in the early stages of a cooperative undertaking. While both aspirations and commitments may be high, the newness of the activity contributes to a certain fragility in the relationships. These new relationships must be tested if they are to be strengthened and endure, but the effects of a major setback may well be shattering if it occurs before the relationships have solidified.

This suggests that the scope of initial cooperative endeavors should be scaled to the interests and resources of the contributors. While success in any significant undertaking is rarely ever assured, there should be the reasonable expectation of positive reinforcement. It is, then, important that the group should experience success and develop confidence in its ability to work together. Upon this foundation of trust can be built a method and style of operation which can withstand reverses and which can transcend the limitations of simple self-interest.

5. **When personnel, resources, and funds are concentrated upon the attainment of a clearly perceived goal, both the impact of the endeavor and the likelihood of its success are strengthened.** Harold Benjamin is said to have once remarked, "We in education are fond of betting a nickel on an idea and then wondering why we don't win a big pot." Who can count the number of infant ideas in education which have "failed," not because they were found inadequate, but simply because they were never attempted

2 **Background Paper—The Role of Metropolitan Planning.** Washington, D.C.: American Institute of Planners, September, 1965, p. 144, 145.

on a sufficient vigorous scale? This must have been what Robert Gilchrist had in mind when he emphasized that:

> We owe it to a new idea which we think is worthwhile to give it a real test before evaluating it. One of the ways to be sure it is tested adequately is to focus a large amount of resources on it, all the talents that can be made available to make it work.*

Edward Brainard of the Kettering Foundation told the conference participants that national foundations had a major role to play in nurturing "the idea market." He noted that:

> In association with practicing educators, foundations need to continue to support the development of significant and pioneering innovations for which the results are projected to have a multiplying or germinating effect upon schools of all types by presenting new concepts heretofore not available for serious consideration.*

While the specific program interests of foundations may shift with the recognized needs, foundations are expected to continue to provide venture capital, or "risk money," for the trial of untested ideas.

But financial support from foundations is all too frequently spread so thinly that, as George Baird remarked:

> There is not enough money to do anything significant. It's kind of like shooting elephants with a bird gun. It makes a big noise, but it doesn't bring down very many elephants. Big problems require high caliber rifles and a concentration of funds.

He went on to describe the manner in which school systems in the Greater Cleveland area had pooled their resources to tackle specific educational problems, such as the development of a new mathematics curriculum, programs of in-service education, and research. By virtue of the expanded capabilities stemming from the cooperative approach, the school systems discovered they could do things together which they were unable to do independently. Furthermore, since the cooperation was concentrated upon particular outcomes, rather than the seemingly infinite range of possible goals, the program had a profound impact upon the school curriculum.

Herbert Wood, president of the Kansas City Regional Council for Higher Education (KCRCHE), was illustrating the same principle when he itemized several of the cooperative projects of member

* PEP Conference, 1C/7, 8, 9/66.

institutions: bringing nationally-known lecturers to all campuses; joint library collections; a shared placement service; a science seminar series; and a single, low cost student health and accident insurance program. The Council was initially supported, in part, by foundation grants but recently moved to full institutional support thereby focusing a greater concentration of personnel time and resources on specific problems.

6. **Coordination among the various agencies is essential if a developing plan is to become the basis for decisions affecting the region.**

A comprehensive or "master" development plan provides a basis for the coordination of the plans of the several contributors. It is in terms of this comprehensive plan that decisions must be made which will affect the development of the region and the role of the cooperating agencies. Distinctions must be clearly understood between bodies which are merely advisory and those which make decisions which are, in some significant sense, binding upon participants. In either case, the effects of a recommendation or a decision upon each participant must be understood in advance. For this reason, it should be apparent that those who become involved in a cooperative undertaking must have the power of decision, at least insofar as it affects their own participation in the program. On the other hand, the very nature of a large scale cooperative undertaking presumes the consent and commitment of virtually all agencies.

Coordination is necessary also to effectively integrate local planning with planning at the metropolitan level. Metropolitan plans should in turn be coordinated with state, regional, and national plans, particularly as these relate to natural resources, transportation, public facilities, and "Great Society" programs. Coordination which ignores either the vertical or the horizontal axis of cooperative relationships may well be selling itself short.

7. **In any cooperative undertaking, sound decisions are dependent upon ready access to a wide range of dependable information.** Planning and decision-making cannot be accomplished in a vacuum of information. As Gideonse told the PEP Conference participants, "What we don't know about our cities is appalling." Metropolitan problems transcend municipal and district boundaries, and frequently, as in the case of Kansas City, even state lines. Among the first steps of the Metropolitan Planning Commission - Kansas City Region, according to its director, Stuart Eurman, will be an economic base study to determine "what makes the community tick." And, as Eurman maintained, "You cannot study the

economic base of Kansas City, Missouri, without studying the economic base of Kansas City, Kansas, or Platte County, or Cass County." The next step in acquiring an accurate composite picture of the dynamics of the region would be:

> ...a very detailed socio-economic analysis including a demographic study to show rate of growth; how the population is presently distributed over the metropolitan area, and where it should be in the future; and where the high density apartment type living and the lower density would be. We shall get into the composition of population in greater detail: age, sex, race, income, population estimates. Of course, the counting of noses is the first step after the industrial analysis in the master plan. The population that comes in has an effect on the capacity of your streets, on your sewer design, water pipes, on the number of classrooms . . . .*

The American Institute of Planners urged planning agencies to "seek the development of a unified plan for land use, density and design, the provision and correlation of public facilities, services and utilities, and the preservation of open space and wise use of natural resources."[3] It was in this sense that Eurman spoke of the role of the triad—work, people, and land—in metropolitan planning.

> Each community should carefully review its capacities to absorb population increases. Schools, water distribution supply, streets, street lighting, sewer systems, fire and police protection, and general maintenance services may be adequate only for the present population.*

He urged the establishment of a technical advisory committee on schools ". . . to determine the optimum requirements in terms of land and the relationship of spacing of buildings." Eurman addressed himself to the school superintendents:

> I know you do this all the time yourself, but when you have a hundred school districts in a metropolitan area, then we are talking about the relationship of planning one to the other. Even if school superintendents talk to each other and are planning their school networks, there is a relationship between the facility and the roadways to the facility, and the relationship to the recreation areas, and to where the people live, and to where they work. For example, if you

3 **Background Paper—The Role of Metropolitan Planning.** American Institute for Planners, 1965, Chicago, p. 144, 145.
* PEP Conference, 10/7, 8, 9/66.

> agree on a standard that everybody should be living within a half of a mile to a school, this is related to the tax dollar and you must build it into the capital improvement program.*

The vast quantities of discrete information gathered in these studies can, for instance be placed on magnetic tape and fed into a metropolitan data bank, to which technical advisory committees and other agencies can have ready access. Currently, the larger municipalities in the metropolitan Kansas City area collect considerable data on land parcels, both each is utilizing different equipment and thus the data is recorded in three or four disparate systems. The utilities—gas, electric, and telephone—are all engaged in similar research programs to determine growth potentials. In three to five years, Eurman predicted, a common system of data collection and reporting will permit a higher degree of utilization by all these agencies and industries, as well as by local governmental units. "The only way the computers of the metropolitan data bank can be fully utilized is to have other agencies tapping into it," he emphasized.

Karl Grittner, junior high school principal, Minnesota State Senator, and also a member of the Steering Committee of the Interstate Compact for Education, told of the plans for the compact to become a central clearing house of information on educational developments throughout the nation. Plans call for a computerized data processing installation with central offices in Denver.

Advances in computer technology, coupled with the simulation modeling, will permit both long and short-range evaluation of the wide spectrum of factors which affect growth or change in a given sector of the metropolis. Eurman explained:

> You can immediately see the advantages of this kind of information for yourselves, because if one is going to grow to **X** number of people in five years, you should be planning that far ahead in your own programs to install the facilities for your own needs . . . . When planning studies provide projected age breakdowns you will have a much better yardstick to anticipate your future load of children coming into the kindergarten or the first grade, or even any of the migration that takes place which would help you apportion your school load over your classroom facilities.*

8. **Cooperative endeavors should increase the power of each participant without sacrifice of autonomy.** According to Minnesota State Senator Karl Grittner:

* PEP Conference, 10/7, 8, 9/66.

> The expanded role of the federal government in the realm of education has placed the states in a precarious position with respect to their traditional role in public education. Rather than to continue operating in a vacuum, many states have chosen to seek a common purpose and to cooperate in its attainment. The Interstate Compact for Education is an outgrowth of this concern.*

Much of the impetus for cooperation in education has stemmed from the unique opportunities afforded by recent federal legislation. Title III of the Elementary and Secondary Education Act serves as a paradigm of the cooperative endeavor as it applies to recent programs of federal support to education. Title III enables local school districts to apply for supplementary educational centers and services to serve as models for regular school programs As Hendrik Gideonse explained:

> There isn't anything that can't be done with Title III, but the cooperative endeavor idea comes in because of one very interesting provision in Title III. The local educational agency which applies for Title III must demonstrate that it has involved in the planning and in the operation the appropriate cultural and educational resources that would assist it in the project or service it was proposing to mount. **It could not, in short, apply on its own.** And this is a legislative way, or criterion, of linking the school with some other unspecified agency. It could be the state department of education, a regional laboratory, a research and development center, a university, a museum—just about any agency that could contribute to a cultural or educational project.*

The role of the federal government in supporting cooperative endeavors in education is manifest in the thinking which shaped the concept of the regional educational laboratories. Commenting on the many different agencies and institutions responsible for different aspects of the educational system and the ineffectiveness of previous federal programs in solving the schools' growing problems, Gideonse confided:

> ...we played a hunch; we bet that if we created a new kind of institution and deliberately put that institution into a position where it was in-between but a part of all these different, separate types of institutions and gave it responsibilities for the transition process from research to implementation—then we might be

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* PEP Conference, 10/7, 8, 9/66.

> somewhat further along in achieving the aim of having research serve the schools in meaningful ways.*

Thus, the regional educational laboratory is responsible to itself, while its governing board consists of representatives from all the different agencies and institutions which contribute to the total educational enterprise. More or less as a footnote, Gideonse added:

> We were told quite candidly by some of the people involved in the development of the regional educational laboratories that even if they didn't get any money, the planning experience itself was worth the effort simply because it brought together people in educational enterprises which had never before had any contact with each other.*

While there is much concern about the implications for local autonomy of these and other recent federal programs in education, it is frequently overlooked that the initiative for submitting a proposal rests on the local agency. Not only may a school system choose not to participate, but it may also, as a result of this action, "choose" not to provide a needed service to its region. Is this not a case of "cooperate, or else. . .?" Is not the school system sacrificing its power to the federal government? Is this cooperation, or is it competition?

Hendrik Gideonse responded to these questions concerning relative power and influence by offering the concept of "creative federalism:"

> Federalism means a relationship both cooperative and competitive between a limited central power and other powers which are essentially independent of it. The lengthy states' rights debate has tacitly assumed that the total amount of political power in America is constant and that, therefore, any increase in the power of one agency must result in the depreciation of the power of another agency. The concept of creative federalism makes no such assumption. According to this view, it is possible to have increases in power on the part of several agencies that are matched by equal increases in power of other agencies. Power really is a widening of the range of conscious choice, possibly in more than a single sphere. Thus, any major piece of federal legislation can increase the power and responsibility of both the federal government and local school districts who create and administer programs on the basis of the legislation—programs they could not have created without federal support *

* PEP Conference, 10/7, 8, 9/66.

If this concept is reasonably valid, does it suggest the possibility of a "creative localism?" Certainly it does suggest that a voluntary organization of school systems and other metropolitan agencies could work together on programs of mutual benefit—without necessarily vying for power or sacrificing one's autonomy.

9. **Both the process and product of a cooperative endeavor are strengthened by recognizing that it must be a continuous, evolving activity.** Most of the programs and projects discussed by the several speakers at the PEP Conference had modest beginnings. Many of these cooperative endeavors are now operating in areas and at levels which could not have been envisaged only a few years ago. While the future of such programs must be consciously guided, possibilities for subsequent growth and expansion in new directions must not be circumscribed by preliminary decisions. Each beginning cooperative enterprise is entitled to direct its own evolution. Even the "master" development plan of a metropolitan planning agency must be viewed as but a current, temporary expression of what is thought to be desirable. "Planning must be a continuing activity," argued Stuart Eurman. "You can start planning now, even prepare some guidelines, but who can say this is forever? There are many unknowns, and we're no crystal-ball gazers."

If the principles stated above are not fully adequate as guidelines for cooperative endeavors, then perhaps this, too, is indicative of the fact that cooperation on a scale envisioned at the PEP Conference is a new phenomenon of our times. More useful guidelines will emerge as these experiences are multiplied and as fresh approaches are taken. For the present, the preceding guidelines may be of some value to those who seek to work together in quest of a more excellent future.

Perhaps the most pervasive and challenging concept to emerge from the Conference is implicit in each of the guidelines, although it is stated in none. It is born out of a new awareness of the ever-changing conditions of life in a complex, interdependent society The concept, "synergy," is borrowed from medical science. Hendrik Gideonse expressed it best when he said:

> Synergy refers to the combined or correlated action of different elements of a system to make possible gains of coordinated action which exceed the sum of the individual efforts. It is a way of achieving the critical mass which puts you over. It provides for a conception of systems in which the cooperating participants support one another in pursuit of a common objective.

In short, synergy implies more than inter-relation. It implies goal agreement and a continuing relationship. It implies a recognition of the complexity and mutual dependency of the many activities which comprise the human enterprise. Above all, as applied to human affairs, it implies mutual worth and respect.*

* PEP Conference, 10/7, 8, 9/66.

LEWIS D. PATTERSON

CHAPTER III

Cooperation For Excellence: Resources and Examples

...planning cannot be just highway planning or sewer planning or school planning, it must be comprehensive planning, and that means the inter relationship of all the elements that aid in guiding the sound development of our urban areas.

Stuart Eurman, PEP Conference 10/7/66.

The preceding chapters examined reasons why cooperation is imperative in an interdependent society and principles which should be followed to make cooperative endeavors effective. This chapter illustrates at the national, regional, and local levels, the concrete educational gains that can be made when cooperation is recognized as imperative and principles are followed.

In our contemporary society the term "cooperation" has taken on new dimensions and connotations far more encompassing than any previous meanings traditionally ascribed to the concept, particularly in education. For decades educators have lamented that the public has been too apathetic toward education. Today the situation is drastically changing with the rapid development of many groups both from within and from without education who have an intense interest in education. The emerging forces are pressuring educational leaders into considering such relevant questions as: Are educators prepared to cooperate with all of the organizations that have become interested in working with them? How many organizational interests may sincerely be welcomed to the community of interests? At what point do they become so numerous that they overlap, duplicate, and compete? To what extent does each represent a special interest, and on what merits is each to be considered? To what extend do the organizations collectively represent the people in a democratic schema?

A brief review of recent developments in the Kansas City area will illustrate that the above questions are pertinent and need early consideration. At the national level the federal government is presently displaying an unparalleled interest in education. Actually, it is doubtful that the word "interest" adequately defines the government's concern. Though the participation is "voluntary," the millions of federal dollars annually invested in local education are always earmarked to promote specific interests and are administered by various regulatory agencies.

At the state level there has been likewise an upsurge of interest by state departments of education. Some educators are inclined to believe the states have been spurred on by the increased interests of the federal government.

A number of regional and local organizations are either directly or indirectly concerned with education in the metropolitan area of Kansas City. Some of these include:

> Center for the Study of Metropolitan Problems in Education, Institute for Community Studies, Jackson County School Administrators Association, Kansas City Association of Trusts and Foundations, Kansas City Regional Council for Higher Education, Metropolitan Action Committee for Education, Metropolitan Planning Commission - Kansas City Region, Metropolitan School Study Group, Mid-continent Regional Educational Laboratory, Midwest Research Institute, Northeast Johnson County School Administrators Association, Teacher Education and Professional Standards Commission, various local education associations, and a proposed economic council.

In addition to this list there are organizational interests such as civil rights groups, colleges, state organizations, unions and P.T.A.'s. When the number of area-wide organizations and the intensity of their concerns are compared with those in previous years the challenge of cooperation posed to educational leaders is dramatically spotlighted.

Thus, Kansas City educators face a challenge, approaching the crisis level, to devise a system for cooperating with each other, for cooperating with educational associations, and for cooperating with all of the integral elements that must necessarily be included in the comprehensive planning of a metropolis. Inevitably some type of area-wide leadership will develop because the mounting pressures are not likely to permit a vacuum to exist. If those who should assume the leadership fail to seize the initiative, they may find themselves as passengers rather than navigators on a ship destined for ports unknown. An unplanned approach will no longer suffice. A systematic, collective approach is needed now to bring the multifarious interests into proper perspective. An examination of some cooperative developments at the national, regional, and local levels will provide insights into the direction that Kansas City area educators might wish to move.

National Cooperation

The conference speakers, all of whom were in close proximity to the national scene, indicated that more is in the mill in the way of cooperation among federal bureaus than has actually transpired to date. The executive and legislative branches of government have indicated they expect genuine inter departmental and intra

departmental cooperative planning to permeate all future federal projects. The federal government is also requiring the same type of inter- and intra-cooperation of regional and local organizations in qualifying for federal funds.

Speaker Hendrik Gideonse cited the exchange of correspondence between the Office of Education and the Department of Housing and Urban Development (HUD) as an elementary type of cooperation which was no more than a casual communication at the outset. Through communication new doors have been opened for further cooperation. This concept perpetuates itself because of mutual benefits. When two federal agencies have similar concerns, which is often the case, the importance of the principles of coorperation cited in Chapter II becomes obviously crucial. The need for cooperation between HEW and HUD was demonstrated in the recognition that an overlapping of tasks and duplication of efforts was unnecessary, expensive, and dysfunctional. The concern for cooperation was related by Gideonse:

> After President Johnson gave the responsibility for coordination of all programs which have impact on the nation's cities to HUD, Secretaries Weaver of HUD and Gardner of HEW set up a task force to explore ways of coordinating the programs of the two agencies. How could the kind of linkages at the local level be faciliated which would permit a creative use of varieties of federal programs to provide articulated solutions to urban problems? The task force is now in the final stages of recommending strategies for coordination which will enable districts, cities, and metropolitan areas to make full and concerted use of the programs of HUD and HEW.*

Further examples of cooperative endeavors at the national level will be cited to illustrate the vertical and horizontal descriptions of organizations referred to in Chapter I.

Vertical Organizations: The success of the recently passed Demonstration Cities Bill will be dependent on organizational cooperation of the vertical type, i.e., various organizations engaged in somewhat different activities will jointly attend to mutual concerns. Coordination between HEW and HUD will be of particular importance. In a number of its provisions this Bill speaks directly to the problem of coordination in the urban environment. Should Kansas City, which has made a bid for consideration, be selected as a demonstration city, the federal government would expect and require for qualification total joint effort and total joint planning—planning not just by the educational organizations but by every

* PEP Conference, 10/7, 8, 9/66.

public organization that provides a critical metropolitan service. When the various organizations coordinate their efforts they strengthen each other's effectiveness and establish a wider base for decision-making.

Horizontal Organizations: The Compact for Education is an example of the type of organization at the national level that is attempting to provide coordinative activities. Each member state will be engaged in performing similar tasks and services, but hopefully through the Compact, joint efforts will result in more effective solutions to mutual educational problems. The Danforth and Carnegie Foundations played significant roles in getting the Compact off the ground by providing initial grants of $150,000 each. The compact, still in the formative stages, derives its power base in a different manner than the departments of the federal government. Participation in the Compact will be on a voluntary basis. While voluntary participation by the states has certain advantages, it also has the disadvantage of being confined to the political boundaries of the member states.

Political scientists have attributed the continuous growth of the federal government to a failure of smaller geographical units of government (i.e., the states, counties, and the cities) to cope with issues in which the people concerned demanded action. Clearly the challenge of the Compact will be to survive, to justify its existence, and to prove of continuing functional value. Conference speaker Karl Grittner, an active proponent of the Interstate Compact for Education, noted other compacts that have proven successful such as the New York Port Authority. However, as compared to the Compact for Education, the other compacts have generally involved only two or three partners or as in this example two or three states with precise mutual concerns. Whatever success the Compact for Education achieves, it will hinge on one thing—cooperation. Should the Compact fail to materialize in any significant way, it will be proclaimed, whether rightly so or not, another example of the failure of states to solve mutual problems and thus it will vitiate the cause of those who advocate states rights.

A fourth example of an organization of national scope with an interest in education is the naitonal foundation. According to statistics of the early 1960's, there are in the United States over 6,000 foundations which have assets in excess of $100,000. However, 64% of all foundations' valuation is controlled by 3.2% of the foundations (approximately 190 foundations). The activities of the larger philanthropic foundations in education range from basic research to practical application. In Edward Brainard's words:

> . . . in addition to building a better mouse trap, foundations are assisting in closing the gap between new knowledge and improved practice. Charles F. Kettering said that light travels at 186,000 miles per second but it takes a new idea ten years to penetrate one-fourth inch of human skull.*

What is the role of foundations? Ed Vause, vice-president of the Kettering Foundation, said there is a growing belief on the part of many people that foundations should take an active part in actual programs rather than passively granting money for research to be performed by others. Brainard, quoting John Goodlad of UCLA, also associated with the Kettering Foundation, said: "The challenge of philanthropic foundations today is to fill the significant gaps in education which are not being taken care of by public funds." One project of the Kettering Foundation, which attempts to implement the above notions, operates under the name of the Institute for Development of Educational Activities (IDEA).

The IDEA project has two basic programs: one in science and one in education. The education program conducts research and tests new concepts in education through a league of cooperating schools located in Southern California. Hopefully, the new ideas will next move to the IDEA national network of demonstration schools. Thus the education project conducts research, fosters the creation of imaginative programs and practices, operates demonstration schools, and disseminates the results of grant so that they might have a greater impact upon all schools. The success of the Kettering projects is based on the availability of resources to try exciting things in education and the willingness of educational institutions to voluntarily cooperate with the Foundation.

A fifth example of cooperation at the national level combines both horizontal and vertical type organizations. The recently developed Regional Educational Laboratories (REL's) represent a massive undertaking in total cooperation. There are at present twenty REL's in the United States. The name might imply that the functional emphasis is restricted to the regional level. However, its structure does not preclude cooperation nationally for one of the basic tenets of the REL is the promotion of cooperation at all levels. The boundaries of each laboratory were, in part, determined by the people in the regions. Thus, an advantage enjoyed by regional organizations, as opposed to state organizations, is that the laboratories can cut across state lines and can establish more logical workable boundaries. For example, St. Louis and Kansas City are generally thought of as being Missouri cities. Yet they

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* PEP Conference, 10/7, 8, 9/66.

are over 200 miles apart and both metropolises sprawl across different state lines. The schools of metropolitan Kansas City on both sides of the state line (Kansas and Missouri) are more akin than Kansas City, and St. Louis, Missouri schools. In short, the laboratories can more logically promote the improvement of education than is possible by many individual states. But, like the Compact for Education, the success of the Regional Educational Laboratories will depend in large part on the extent to which the organizations are effectively utilized as vehicles for cooperation.

To review briefly, the following illustrations of national endeavors have been cited: the federal departments (HEW, HUD), the Demonstration Cities Bill, the Compact for Education, a national foundation (Kettering), and the Regional Educational Laboratories. All have a direct interest in education and all are vitally concerned with cooperation. The last four organizations are dependent on voluntary participation and cooperation. Only the first (the federal departments) has what might be described as a built-in insurance policy for its existence. The failure of regions, states, metropolitan areas, and local schools to participate in the leadership of the other four types of organizations will further serve to discredit less centralized efforts. The only alternative is leadership at the regional and local levels. Will educators provide the necessary leadership?

Regional Cooperation

As the perspective of cooperation is focused at a regional level it becomes easier to present tangible illustrations of what has been accomplished and what may be accomplished in the future. There are numerous examples of successful cooperative educational endeavors throughout the United States.

The school superintendents of the Greater Cleveland Area have demonstrated in seven short years what could be accomplished in other metropolitan areas across the nation if the school personnel work together. Conference speaker George Baird, President of the Educational Research Council of Greater Cleveland, said, "Local cooperation of public, private, and parochial schools in the Greater Cleveland Area has brought untold benefits."

One product of the Research Council was the well-known Mathematics Study. The Council began by organizing itself to include all of the metropolitan area of Cleveland. Next, financial aid of the Kettering Foundation was solicited. Once the organization and finances were established, the program was initiated. High-powered mathematicians, teachers, and lay citizens were

brought together. The results of the mathematics study have been published nationally and now affect the mathematics curriculum of five million students across the entire nation. The study was no easy task and took, in the words of Baird:

> . . . blood, time and money. But, the product was considered worth the costs for when individuals get together, they can produce a much more efficient product than they can individually.*

Not resting on its laurels, the Council is actively pursuing other projects. Finances were secured from the Kettering Foundation and the Cleveland Foundation for a Greater Cleveland Social Studies' Study. George Baird stated that, "The children of the Cleveland area are getting roughly ten times more out of social science than kids who are not using the program." Perhaps he has exaggerated his case; perhaps he has not. Can other schools afford to continue with what are known to be inadequate social science programs just on the chance that Baird may be wrong?

Another project is the Curriculum Plan of Independent Study in which forty percent of the students in high school are presently engaged. While the project is still in its early stages and can not offer broad claims of success, it does exemplify the cooperative activities of educators experimenting and working on crucial problems of learning.

In sum, the results of the Cleveland Programs are not only illustrations of what superintendents can promote through cooperative efforts but also salient examples of asserted leadership.

In the Greater Kansas City area there are several educational organizations whose existence and viableness are dependent on cooperation of the membership. The six-year old Kansas City Regional Council for Higher Education (KCRCHE), is one of sixteen higher education councils in the United States. KCRCHE, however, is unique in that it includes public, private, Protestant and Catholic institutions, and it has nearly all of the institutions of higher education within a 50 mile radius of Kansas City as members. From the beginning there was no attempt to establish a high-powered, all-encompassing organization. Instead, easily attainable goals, such as communication between the institutions on a systematic basis, were established. From that modest beginning other cooperative projects serving mutual needs evolved such as a distinguished lecture series which provided national

* PEP Conference, 10/7, 8, 9/66.

authorities, at a modest cost, to the member institutions (fifteen-eighteen times per year).

Though official membership in KCRCHE is limited to institutions of higher education (i.e., horizontal type organizations), its cooperative projects often involve public, private, and parochial elementary and secondary schools of the Kansas City area. For example, one of the better known projects of KCRCHE is a joint effort (federally funded) with the Metropolitan School Study Group entitled Metropolitan Area Talent Search (MATS). MATS has involved fifteen private-parochial schools, fifty public schools, and other social agencies in a cooperative effort to identify and encourage talented boys and girls from low-income families to consider advanced education, often times with financial assistance.

Other projects undertaken by KCRCHE include: (1) Saturday morning advanced science seminars open to talented junior and senior high school students; (2) a college student exchange program affording students an exposure to more than one campus; (3) institutional agreements providing for mutual sharing of staffs (in one case the sharing of a physics department); (4) a cooperative resources center that stores microfilm of all major periodicals published since 1951; (5) the dissemination of a collective schedule of all evening college courses offered; (6) a standardization of college student application forms to aid high school seniors and their counselors; (7) a periodic publication of events on all institutional member campuses; (8) the marketing of student health and accident insurance on a joint basis; and (9) a centralized National Defense Student Loan service. Present efforts of KCRCHE include providing consultant services in the following areas: (1) administrative services; (2) system procedures; (3) institutional development; (4) audio visual utilization; (5) long-range planning; and (6) student services.

It is doubtful that many educators in the Kansas City area would have predicted that KCRCHE could have achieved its present high level of success. Its reasons for succeeding should not be over-simplified, but two of the more obvious ones would include the assertion of strong, competent leadership and the provisions of needed services of mutual benefit. It should be noted that none of the participating institutions have lost their autonomy. In fact, the activities of KCRCHE have strengthened the member institutions.

Local Cooperation

An illustration of the benefits of cooperative endeavors at the local level is the accomplishments of the Metropolitan School Study

Group (MSSG). This relatively new organization, officially formed in 1961, is composed of superintendents of schools and is affiliated with the University of Missouri at Kansas City. MSSG has provided a communications network for metropolitan schools which cuts across district, county, and state lines—a network that aids in the exploration of problems of mutual concern. In addition to the previously described MATS project MSSG has sponsored annual conferences for its membership. These conferences have utilized authorities of national prominence as speakers and consultants. This monograph is actually the fourth annual report. A significant product of MSSG is the **Instructional Television Handbook.** Copyrighted in late 1965, over 6,000 copies have been sold in forty states and five foreign countries. MSSG also provided leadership in the establishment of the Mid-continent Regional Educational Laboratory.

One project in which a segment of MSSG (Northeast Johnson County Administrators) and the Mid-continent Regional Educational Laboratory (McREL) have cooperated is a Title III proposal to provide in-service teacher training for fourteen cooperating elementary school districts in Northeast Johnson County. This cooperative effort was undertaken by school districts which are among the highest per capita income districts in the midwest. If more privileged districts feel the necessity to take advantage of joint effort, it behooves less furtunate districts with more crutical needs to take advantage of the same opportunities to cooperate.

The future role of MSSG will be determined by the superintendents who compose its membership and particularly by the leadership of the Executive Board. One does not need to be an astute student of political science to readily determine where the major responsibility and power for leadership in education resides. This is underscored by the statement of Robert Gilchrist, Director of McREL, when at the PEP Conference he said, "The only way McREL can make good is through the superintendents and the schools."

MSSG and McREL have the opportunity to complement each other without either sacrificing their autonomy. To be effective in the Kansas City Metropolitan area McREL needs the full support and active leadership of MSSG. In return McREL can provide MSSG with the personnel, materials, and money to cut across political boundaries in the solution of mutual problems.

McREL though still experiencing birth pains, has already aided a number of schools in Kansas, Missouri, Nebraska and Oklahoma. It is through such groups as MSSG and McREL that edu-

cators can exert their rightful influence on the pattern of future education and the society it serves.

The Jackson County School Administrators' Association and the Northeast Johnson County School Administrators' Association are local independent organizations which include many of the MSSG members. These associations have been collecting and sharing data on a cooperative basis for several years.

The Metropolitan Planning Commission—Kansas City Region is another organization that may be classified as local. Stuart Eurman, the Director, repeatedly illustrated the absurdity that so frequently results from the absence of planning, e.g., the construction of two sewage disposal plants in Kansas City less than a mile apart with each costing over a million dollars.

The Metropolitan Planning Commission—Kansas City Region has developed detailed planning programs for the Kansas City Region which very definitely include education. The newly established Commission is presently organizing technical advisory committees that will focus attention on basic urban services and other plan elements. If the schools wish to take full advantage of their right to participate in area-wide decision-making they will have to assert and demonstrate their leadership abilities. Again, if educators abdicate their responsibilities, they may conceivably play a passive rather than an active role in determining solutions to educationally related problems.

The Center for the Study of Metropolitan Problems in Education is a local organization that is privately financed. Under the direction of a nationally known sociologist and educator, Robert Havighurst, the Center provides research assistance and other professional services for the study of local educational problems.

The Institute for Community Studies (ICS) is another private organization, supported by grants and contributions, which conducts research in education. Supported by grants, ICS, under the direction of Paul Bowman, focuses its efforts particularly on the application of social and behavioral sciences to the major problems of social institutions and community life.

A final example of a local organization which has an expressed interest in education, is the Metropolitan Action Committee on Education. This group, composed of lay citizens, was officially organized in November, 1966. It has the potential of becoming another partner for progress in education. It came into existence on its own, and no doubt will function that way if not accommodated with a cooperative partnership role in the education complex.

There are many other groups with an interest in education that have been omitted but the preceding illustrations should serve to create an awareness of the seriousness and complexity of recent dvelopments. The multiplicity of organizations and their individual interests can seriously hinder the attainment of desirable educational objectives if systematic and collective consideration by educators is not given to the rapidly changing order. The forces operative in a dynamic metropolitan complex will not confine themselves to political boundaries. Neither can the powers of education cope with the challenges of these forces if collective leadership is not realized. Fortunately there is still time for responsible leaders to develop a systematic approach to cooperative educational endeavors.

EDWIN BAILEY

CHAPTER IV

Translating Concepts of Cooperation Into Programs of Action

> **You run a terrific hazard of being wrong if you change. But you guarantee absolutely that you'll be wong if you don't change. Because what we've been doing hasn't solved the problem.**
> **George Baird, PEP Conference, 10/8/66.**

The major purpose of the preceding chapters has been to explicate the concept of inter-organizational cooperation. If any conceptualization is to become viable it must be transformable into programs and activities which alter the course of events. Indeed, it is exciting to speculate on the possible outcomes which could evolve through carefully designed cooperation for the improvement of education in the metropolitan Kansas City area. With the rationale for cooperation clearly established early in this publication the task now remains for us to advance or further describe the processes by which words and ideas ultimately become human activity. One could reasonably conclude that the Excelsior Springs conference theme, "Partners for Educational Progress," had been in vain had it not generated considerable impetus toward one or several cooperative action proposals. Our responsibilities now are to define our functional parameters and to describe educational programs which can exemplify cooperation between the Metropolitan School Study Group and other appropriate metropolitan agencies.

This chapter has three sections, each of which progresses from the descriptive to the functional aspects of cooperation. The first section defines the term "metropolitan" and applies that definition to educational institutions in the Greater Kansas City area. The second section suggests action programs which illustrate the potential for multiple agency linkages. The final section presents conclusions regarding the significance of cooperative activities for the future of education in this region of the country.

Metropolitan Area: Definition and Application for Kansas City

Any definition of the term "metropolitan" has its empirical limitations due to the fact that it is a comprehensive term covering a multifaceted concept. The difficulty of studying and defining a metropolitan area is described by Reissman.

> Apart from the problems posed by size and heterogeneity, urban society is complicated to study because its elements are always changing; for the city

> belongs to the world community and is sensitive to the alterations in human affairs wherever they occur.[1]

Reissman's views are supported by a review of the literature on this topic. A wide disparity of opinions clearly illustrates that a metropolitan area may be seen much like the blind men observing the elephant—its meaning depends upon the sector which is being defined. Greer notes that cities are studied primarily by political scientists, economists and sociologists.[2] He is critical of the approach by each and states that their specific points of view are far too partial in that important assumptions are made which are never defined and tested. Duncan and colleagues indicate that their approach is ecological, with "its proclivity for analyzing human communities and economic systems in their place in a total economic syst[illegible]."[3] They do continue in their analysis, however, to point out

> The concept of 'metropolis' [illegible]s not belong to any one writer or school of thought; it has been used so widely and diffusely that every investigator has both the liberty and the responsibility to define it in a way that seems suitable for his purposes.[4]

It is on Duncan's recommendation that a meaningful definition of the term "metropolitan" be established. The definition selected is that utilized by the Bureau of the Budget:

> The definition of an individual standard metropolitan statistical area involves two considerations; first, a city or cities of specified population to constitute the central city and to identify the county in which it is located as the central county; and second, economic and social relationship with contiguous counties[5A] which are metropolitan in character, so that the periphery of the specific metropolitan area may be determined. Standard metropolitan areas may cross state lines, if this is necessary in order to include qualified, contiguous counties.[5]

By applying this definition to the Kansas City, Missouri—Kansas City, Kansas area we may conclude that the standard metropolitan statistical area known as metropolitan Kansas City in-

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1 Reissman, Leonard, **The Urban Process,** The Free Press of Glencoe, Collier-MacMillan, Ltd., London, 1964. p. 70.

2 Greer, Scott, **The Emerging City: Myth & Reality,** The Free Press of Glencoe, Crowell-Collier Publishing Co., New York, 1962. pp. 6-8.

3. Duncan, Otis D. (et. al.), **Metropolitan & Region,** The John Hopkins Press, Baltimore, Md., 1960. p. 3.

4 **ibid.,** p. 82.

5a A "contiguous county" either joins the county or counties containing the largest city in the area, or adjoins an intermediate integrated with the central county. There is no limit to the number of tiers of outlying metropolitan counties so long as all other criteria are met.

5 Bureau of the Budget, Executive Office of the President, **Standard Metropolitan Statistical Areas,** booklet prepared by U.S. Office of Statistical Standards, Washington, D.C., 1964. pp. 1-3 (See Appendix A).

cludes a population in excess of one million located in six counties (Cass, Clay, Jackson and Platte in Missouri and Wyandotte and Johnson in Kansas).

Perhaps our efforts at definition up to this point have been purely academic for these same six counties comprised the boundaries of the Metropolitan School Study Group for several years prior to the official federal delineation of the same region as a metropolitan center. It is important, however, to note the significance of the precise correlation between a loose knit federation of voluntary, cooperating school districts and the federal government's designation of that same geographical area as a well defined standard metropolitan statistical area. Indeed, this coincidence may well serve to underscore the close relationship between the leadership displayed by far-sighted school superintendents seeking to resolve their unique problems and the contributions which education, in its more generic sense, may ultimately provide toward all problems of a regional nature.

Education Action Programs for Multi-Agency Cooperation

The uncoordinated, discrete efforts of forty school districts frequently result in a single curricular problem being studied and implemented forty times, often with quite similar outcomes. Random forms of educational progress may or may not produce effective results. Effort expended by any district is usually done so in order to meet a specific need in that district. On the other hand, a district may not be able to muster sufficient resources to resolve the problem, despite its apparent need for immediate resolution. When judged by the criterion of concentrated resources the need for cooperative effort on mutual problems becomes apparent. It was an awareness of this fact that brought the Plan for Action by Citizens in Education program in the Cleveland area into existence. Baird emphasized this point:

> There was not enough money to do anything significant. It's kind of like shooting elephants with a bird gun. It makes a big noise but it doesn't bring down very many elephants. Big problems require high calibre rifles and a concentration of funds.*

Gideonse expressed the same idea when he commented on the most signifcant aspect of cooperative programs:

> . . . when you join together the efforts of several different agencies such as a community health department, a local school district, a regional educational

* PEP Conference, 10/7, 8, 9/66.

> laboratory, and a university, you achieve a critical mass greater than the sum of the parts - a mass which is large enough to accomplish the greater end which brings the agencies together in the first place.*

The efficacy of cooperation among school districts for the resolution of their common educational problems has been discussed at considerable length in this publication. It now remains for us to apply our thinking to designated problems for illustrative purposes. The two proposals which have been selected are (1) the improvement of economics education throughout all grades in the schools of this metropolitan area and (2) the identification of resources available for the cooperative study of educational problems in metropolitan Kansas City. These problems were chosen in preference to other possibilities because they represent innovative opportunities in an academic area and in administrative processes. It is important that cooperation exist in both spheres of endeavor simultaneously because both are means rather than ends in the total educational enterprise.

Our analysis of each proposal is essentially two-dimensional. First, we attempt to establish a basis for cooperation by applying the general principles for guiding cooperative action which were developed in chapter II. If a reasonable basis for cooperative interaction is supported, then, secondly, we seek to determine whether cooperation should have its locus in primarily education-oriented agencies (horizontal) or in a coordinated program combining the efforts of educators with representatives of many other community service agencies (vertical).

Education Action Programs—Improving Economics Education in our Schools

Application of Goal Establishment Criteria* (3&4)

3. Goals should be operationally defined, mutually acceptable and capable of attainment.

4. Success in the attainment of initial goals enhances the likelihood of continued cooperative endeavors.

A school district's commitment of resources for any purpose is always based on the value priorities supported by that district's officials. Few, if any, districts have the surplus of funds available to permit indiscriminate allocation of funds for all of the appealing educational proposals which exist today. Similarly, it is a fact that virtually no districts are staffed to permit a multiple

* PEP Conference, 10/7, 8, 9/66.
The sequence of the "guiding principles" outlined in Chapter II has been revised and combined for application to the proposed topics.

assault on the total educational enterprise of a single school system. What follows from these conditions is that district officials must carefully weigh the pros and cons of each proposal as it is presented for consideration. The outcome of such considerations tends to be a concentration of resources on goals which are clearly defined and appear capable of achievement. This method of attack enables educators to outline the parameters of a program and evaluate its results while district patrons still retain an active concern for the innovation. Consequently, a specific subgoal such as the proposed focus on improving economics education makes more sense than a comprehensive goal such as improving the social studies program.

The identification and definition of most problems of education originates in the mind of one or a few persons at some particular point in time. As a problem becomes widely recognized it is discussed by increasing numbers of people until it is considered a critical matter by educators. At that time something is done about the problem. It is characteristic of our American system of local control that the "somethings" which are done have school district boundary lines as their geographical perimeters. This results in an expensive duplication of effort which leading educators are beginning to recognize is to costly to continue. There is a growing tendency (albeit still sporadic and inconsistent) to establish cooperative enterprises with which to attack mutual problems. The development of area study councils, metropolitan cooperatives, regional educational laboratories, and interstate compacts attests to the acceleration of this concept. The Metropolitan School Study Group came into existence because the intention to share ideas and possibly resources was given higher priority than the desire to remain isolated from the mainstream of educational developments. By the same token the task of improving economics education in all grades is recognized as one focal point of academic development which would benefit from a coordinated program involving all members of the MSSG.

It is entirely conceivable that the attainment of success in an MSSG sponsored program, such as improving economics education, could pave the way for subsequent cooperative sorties into other specific problems. Extensive involvement in planning and executing multi-district programs must produce superior results for all schools. Indeed, the goals, executions, and outcomes of proposed MSSG activities must be viewed as advantageous primarily through the cooperative process; otherwise the temptation to "go it alone" may be too great to overcome the fears of sacrificed autonomy or excessive dependence upon a superordinate agency.

This can be cited as a significant factor for institutions on the horizontal axis of cooperation, for quite often the nature of their endeavors tends to make them competitive with one another. If cooperation among school districts is to become more than tokenism: **goals must be spelled out** relative to designated proposals; essential advantages must be eminently **clear to all volunteering participants;** and **objectives must be realized within a reasonable time span.** Once cooperation has exceeded mere tokenism, school district officials can make appropriate decisions regarding future commitments to other community groups thereby permitting the possibility for activities on the vertical axis of cooperation.

Cooperation on the vertical axis poses problems in addition to those stated above. One of the most difficult problems is that of communication. Too little is generally known about the organizational goals of the numerous discrete and uncoordinated groups which comprise any community's network of social, educational, economic, religious, political, and cultural structures. Without an awareness of the specific goals toward which an agency strives, an "outsider" finds it impossible to seek the advice or cooperation of another organization even in areas where cooperation would be eagerly welcomed.

An effort is being made in metropolitan Kansas City to reduce the "awareness gap" by bringing together key persons from various organizations involved in some aspects of community planning. A coordinating agency for this comprehensive task is the Metropolitan Planning Commsision—Kansas City Region. This commission is concerned with the twenty-two basic services, of which education is one, and the nearly one hundred service functions which every metropolitan community requires. While the Commission does not purport to make decisions about regional educational programs, it does stand ready to serve through its coordinative function and by providing essential information from its data bank.

The improvement of economics education may not prove to be the best example for extensive involvement of a large group or organizations. It does possess, however, the potential to receive the concentrated attention of certain groups whose goals would be of a similar if not identical nature. As early as 1948, the Committee for Economic Development underwrote the creation of a Joint Council for Economic Education. The designated purpose of this organization was to expand and improve understanding of the principles and processes of economics at every level of education. Active support toward this goal has been provided on the national level by many organizations including the U.S.

Chamber of Commerce, the National Association of Manufacturers, labor organizations and several divisions of the National Education Asociation.

At the metropolitan Kansas City level, there are several organizations which could work effectively with MSSG members to improve programs at the individual district, school, or classroom levels. These are agencies (see appendix B) with the most immediate interest in the topic of economics education because they have formal training programs and/or disseminate free materials for classroom use.

Cooperation by such organizations with MSSG would not have to be extensive. The goal of improving economics education is a precise one and capable of being described operationally for each of the voluntary participants. The achievement of specific objectives would do much to assure all contributors that success in resolving well-defined, mutually-accepted problems can lead to more effective interinstitutional cooperation on increasingly complex programs.

Application of Agency Commitment Criteria (1, 8 and 9)

1. Meaningful cooperation requires commitment based upon the expectation of mutual advantage.

8. Cooperative endeavors should increase the power of each participant without sacrifice of autonomy.

9. Both the process and the product of a cooperative endeavor are strengthened by recognizing that it must be a continuous evolving activity.

The previous discussion on the goal establishing criteria is appropriate in most respects for standards by which organizational decisions are made to participate in cooperative endeavors with similar and dissimilar agencies. Goals must be operationally defined, mutually acceptable and capable of attainment before organizations can be tempted to enter the planning phases of the proposed program. Similarly, any agency is more likely to participate in subsequent cooperative activities if initial goals are successfully attained. Genuine commitments follow genuine accomplishments.

If we analyze the composition of the Metropolitan School Study Group we can see that even in an organization which is typically horizontal there are recognizable differences in the designated purposes and procedures of the constituents. In MSSG there are parochial and public school systems from both Kansas and Mis-

souri. There are K-12, K-6, K-8, 7-12, 7-9 and 10-12 grade level arrangements among the school districts. In addition the public school systems vary from urban and suburban to rural stereotypical patterns. The membership of MSSG also includes an urban university and a four state, federally funded, regional educational laboratory. Large districts, small districts, wealthy districts, poor districts, districts with sustained records of support for better education, and districts which have failed to show a high level of concern for educational progress—all are members of MSSG. This list could be extended indefinitely if we delineate the many variations possible in education today.

What is the significance of these numerous variations on a theme for our criteria of agency commitment? One answer immediately come to mind—there are few problems which are likely to have universal appeal to the constituents of MSSG if, of course, we eliminate unconditional financial contributions. In this instance we believe that a totally articulated academic improvement program could approach a type of universality if the gains from the cooperative endeavor far surpass the gains made by discrete, single unit efforts. The improvement of economics education possesses that potential despite its narrowness of focus. It is applicable to all grade levels. It is appropriate to large and small as well as urban, suburban, and rural districts. It is an important body of knowedge for parochial and public school children. It is a unit of knowledge deemed important by industry, labor, business, and educators alike. It would require the expertise of university personnel and supportive effort from the Mid-continent Regional Educational Laboratory. In short, the improvement of economics education passes every challenge to its viability as a problem to command the attention of educators of diverse talents and interests for their mutual advantage.

If we accept economics education as worthy of our efforts, what is there in the common commitment process which impels us to do other than act separately in our own good time? Again, emphasis must be placed on the deficiencies of sporadic and limited assaults on problems which require a concentration of effort for efficient and effective resolution. Not only may inefficiency result from uncoordinated efforts but debilitating outcomes may develop from the competitive nature of individualized efforts. Community personnel, willing to give generously of their time for improving economics education, tire of the multiplicity of requests for their time and energies. One or two well-attended programs involving multiple district participation would be much more advantageous for community resource personnel. The districts would profit also for under these arrangements no group of students

would be ignored. Similar sharing of expensive educational materials, aids, films, and services would greatly enhance the benefits to be derived by any given group of students in the metropolitan area. The function of a central library for such materials and services might be complemented by the development of curricular guidelines and instructional television programs. Without the collective efforts and talents of personnel from all the districts such results would probably not be attainable. It is this predictable outcome which encourages organizations to combine their talents. It is this increased dividend which diminishes the compulsion toward less rewarding investments in autonomous ventures.

It is significant however, that serendipity often occurs from the processes of cooperative enterprises. The awareness that better results accrue from shared commitments is expected when goals are successfully attained. Secondary by-products frequently emerge from the interactions inherent in the shared activities. A typical unanticipated result is the emergence of new patterns of thought and the recognition of new dimensions to old problems. We could speculate that some of the serendipitous outcomes of a multi-district focus on improving economics education would be new ways to view the total social studies program, clarification of relationships between local, regional, state, and national governments; better programs for potential dropouts; and/or the development of shared administrative practices, such as purchasing or pupil accounting procedures. There is no limit to our speculation on the ramification of reciporcal gain through cooperative problem solving. At this point it must be stated parenthetically that the narrow focus of our proposed economics education program does not in any way limit the scope of other common commitments which may evolve from this humble beginning. Indeed, we must accept the fact that evolution is predictable and our initial commitment may serve us best as the springboard to more complex levels of involvement rather than remain simply as an end in itself. What occurs in his case is that the original cooperative enterprise becomes both process and product, but the major derivation may well be the process for only with the requisite skills can we become more adept at solving increasingly higher order problems. And these later problems are the ones which can be solved only through our unified and concerted efforts.

Involvement on the Vertical Axis

The conditions applicable to cooperation among participants engaged in educational endeavors is equally apropos to agencies with dissimilar functions. The major obstacle for participants from a wide range of social functions is that the positive outcomes

to be derived from their agency's involvement are less obvious to them. Since representatives of such agencies are generally accountable to boards of directors, who see even fewer advantages, participation on the vertical axis of cooperation requires careful selection processes. By initially screening the "peripheral," "less relevant organizations," it becomes more likely that the selected participants will be better able to identify the gains to be derived for their constituency.

There is obviously the danger that some interested groups will be eliminated in the early stages of the screening process. This could result in antagonisms toward future cooperative activities. Care must be taken to obtain accurate selection of likely participants after goals are clearly defined by the project members on the horizontal plane. Conversely, the dangers from too extensive participation, such as inefficiency from oversized task forces, must be weighed in selecting cooperating groups. It could be argued that all of society's many institutions, agencies, organizations, groups, or associations have a stake in the goal of improving economics education. While this argument has some substance, its implications are grossly impractical and total involvement would prove debilitating rather than constructive. The key factor in any working relationship must be **meaningful goal-accepted involvement at all times.** It seems eminently more realistic to initiate a planning program with a limited number of participants sharing a narrow spectrum of common goals. Participation can be expanded when involvement by other organizations is recognized as mutually advantageous.

For a proposed study such as improving economics education, the agencies listed in Appendix B are probably the most vital in terms of initial commitments. The addition of other relevant groups could take place at more advanced stages of planning or implementation. Periodic assessments of progress would enhance the successful evolution of the interaction processes and would also insure against deviation from the operational goals which govern the development of a program for improving the instruction of economic concepts on all levels of the school curriculum.

Application of Program Functions Criteria (2, 5, 6 & 7)

2. Coperative endeavors are strengthened by involving all community-wide institutions, agencies, and services in the implementation of a systematic development plan.

5. When personnel, resources, and funds are concentrated

upon the attainment of a clearly perceived goal, both the impact of the endeavor and the likelihood of its success are strengthened.

6. Coordination among the various agencies is esential if the development plan is to become the basis for decisions affecting the region.

7. In any cooperative undertaking, sound decisions are dependent upon ready access to a wide range of dependable information.

It would appear that our previous recommendation for a careful initial selection process legislate against criterion number two under discussion in this section. Such is not necessarily the case. Involvement of all community-wide institutions, agencies, and services can take place on several levels. These levels include: information collection and dissemination; coordination of services; planning and implementing specific activities; and maintaining and expanding commitments. The following analysis of these levels of involvement is presented in order of increasing intensification of agency commitment:

Information Collection and Dissemination

The previous discussion on the problems of communication is related to information collection and dissemination. Criterion seven further reiterates the importance of an effective communications network. The most logical agency to fulfill this function in its most comprehensive sense is the Metropolitan Planning Commission - Kansas City Region. Information compiled by various community groups should constitute a continuous input into one area wide data bank. This input must not be construed as pertaining only to agencies such as the Institute for Community Studies, the Midwest Research Institute, or the Regional Institute, or the Regional Health and Welfare Council - which emphasize fact-finding processes. Rather, it is imperative that every social, business, and public service organization and each separate school district accept this responsibility to share information. The data collection and dissemination function is essential to constructive decision making in all aspects of long-range metropolitan planning.

Coordination of Services

When several agencies of varying origins and purposes simultaneously attack a problem the need for coordination and synchronization is intensified. Problems of intention, involvement, communication, interpretation, and evaluation are created by the confederaton of effort. In the case of economics education, it is perhaps inevitable that the contributions of certain organizations may

well be in conflict from time to time. It is at these times that coordination needs to exist in order to mediate differences in order to direct energies toward well-defined and acceptable goals. The topic of economics education would bring together: school teachers, industrialists, business men, financiers, labor leaders, college professors, and economists. Such an assemblage would require the utmost in coordinative skills to attain maximum results from each participant. The task is not an impossible one, however, if each participant is committed to identical long-range goals as a concomitant of his compromise decisions in the early phases of problem definition and goal delineation.

Planning and Implementing Specific Activities

It was indicated in Chapter II that nowhere is success more prized - and needed—than in the early stages of a cooperative undertaking. The relevance of this statement to the commitment of agencies on the vertical axis of cooperation is significant. Organizations, like people, can become disenchanted, for they are, of course, directed by people who are heir to the many egotistic concerns which plague all of us. No one likes to be associated with failures and no one seeks to do things which are low priority items at least not without compensatory gains. For these reasons it is imperative that community agencies, which are invited to contribute their efforts in planning programs more immediately relevant to education, must be informed of the ultimate value they may legitimately anticipate. If the organization's interests and resources coincide with project goals, there is a much better chance that some measure of commitment will be made. If the agency does not consider its designated role appropriate or possible, this perception should be "begged" early to diminish the failure potential. If a group wishes not to enter into the early phases of planning, the door should be left open for its entry at a later date should conditions change. Under no circumstances should a nonhorizontal agency be coaxed into any form of commitment other than that of being a recipient of progress reports. Only through growing acceptance is it possible for people to recognize the merits of voluntary commitment to joint enterprises. When success appears obvious the relevance of subsequent proposals will be the major inducement for cooperation.

Maintaining and Expanding Commitments

The problem of improving economics education may in the long run have ramifications upon all phases of a community's social and cultural environment as well as its economic life. In the early stages of planning, however, it is neither possible, nor fea-

sible, to involve every group or agency which may ultimately be affected by the changes or innovations introduced as an outcome of the planning. Parenthetically, it could be said that "town-house meetings" with more than a million participants do not make sense. However, it do seem reasonable to suggest workable initial planning groups—groups that would develop programs destined to grow to fruition, even though simple in design. Involvement expands as the program appears more and more relevant to increasing numbers of people. It is at this point that a multitude of agencies enter into the evaluation, revision, and adaptation of the existing program. Representation in the initial planning phase of economics education should be confined to organizations selected for their potential contributions to the designated goals. This selectivity, in effect, is part of the careful planning which must conducted by the program's initiators. Needless to say, it is not without its difficulties - too many participants can stalemate progress and too few contributors reduce the reservoir of ideas so essential to any program's successful inauguration. Care should be exercised to identify reasonable alternatives at each stage of the planning and development phases. In this way adjustments can be made as they are considered appropriate to the ultimate goals of the program. Finally, the commitment to long-range cooperative endeavors emerges from the continuous processes of goal setting, planning, facilitating, and evaluating. It is through the application of these dynamics that the purposes of any organizational endeavor are viewed with the greatest depth and clarity. Our deepest, most enduring commitments must be to those activities which are highest on our value priorities. Without such sustained attention to continuing functions we stand to lose the integrity which vitalizes the raison d'etre of institutional existence.

EDUCATION ACTION PROGRAMS - IDENTIFICATION OF COMMUNITY EDUCATIONAL RESOURCES

The nine criteria developed in Chapter II have thus far been applied to the problem of improving economics education. Application of these criteria to the task of identifying community educational resources could be developed at length. Rather than engage in such a repetitive process, however, a more efficient effort would seem to be that of stating the problem and then summarizing the steps which one would follow if the proposed project passed the test of criterial relevance.

One of the most important foundation stones for any endeavor is accurate information with which to make decisions. The prospect of a data bank is now brighter in the Kansas City metropolitan

area than ever before. The technology is available to activate this objective. Still more important, however, is a growing awareness among many agency leaders that long-range planning cannot exist without a broad spectrum of information regarding all spheres of community growth. Land acquisition programs - both private and public - affect the decisions to be made by school boards on problems such as school site selection, establishing bus routes, and clarifying boundary lines. Social, recreational, cultural, and economic conditions shape the forces which bear upon many educational developments. The complexities of urban life will not permit independent planning conducted by leaders of discrete community service programs. The time has arrived when school officials must accept the concept of a metropolitan network of services and actively seek to attain the advantages which are latent in metropolitan community-wide planning.

At least two possibilities exist for the members of MSSG in relation to this type of planning. One opportunity is for participation through active representation on the Metropolitan Planning Commission - Kansas City Region. Education is the most significant and constructive service which any community can provide. Educators cannot afford to abdicate their important voice in assuring all citizens their rights to receive quality education. This cornerstone of democracy needs articulate and strong spokesmen. Who is better qualified than the individuals who constitute the leadership in the profession of education? A decision, therefore, must be made by the Executive Committee of MSSG to seek representation on the board of directors of the Metropolitan Planning Commission - Kansas City Region. It would undoubtedly be most beneficial for this same group to establish a working relationship between the Executive Board of MSSG and Mr. Stewart Eurman, Executive Secretary of the Planning Commission. This close tie-in would help to keep area educators aware of the most recent data and planning pertinent to their educational jurisdictions.

A second possibility could also be considered by MSSG and that is to promote their own data bank of resources in the community which could provide various forms of assistance to educational progress. Data could be included in a variety of categories (see Appendix C) which would be immediately available to each school in every district.

Three stages and several substages (phases) would be required to complete the cycle of this cooperative endeavor from its inception to its ultimate establishment as a continuous program.

Stage I, Planning and Organizing, would include the following phases:

Phase 1. Problem identification - Initiated by the Executive Committee of MSSG utilizing the services of an **ad hoc** group, with recommendations for action submitted to the Executive Committee.

Phase 2. Problem clarification and delineation - Executive Committee would study the problem and present it in descriptive form to the total membership of MSSG. Based on this process the decision to act or not to act on the proposal would be made by the membership.

Phase 3. Survey of resources - If the proposal to conduct the "resources bank" project were approved, it would then become necessary for the MSSG to begin assessing its own resources for the project. This activity was most effectively demonstrated on the ITV project when many potential contributors were identified. However, in the resources bank project, the survey of resources would extend far beyond the boundaries of MSSG. Certainly McREL, the Regional Health and Welfare Council, the Institute for Community Studies, and the Metropolitan Planning Commission - Kansas City Region would be carefully studied for their possible contributions to this activity.

Phase 4. Organizing for action - Once the process of screening possible participants is completed, a writing conference is organized to firm up the operational structure of the project. Again, reference to MSSG's involvement in the writing conference which brought McREL into existence is in order to illustrate the point that experience in such an undertaking is a functional part of the educational leadership of this community.

Phase 5. A springboard to action - Once the blueprint for the project has been roughed out it needs to be refined by a steering committee comprised of key personnel from the many organizations which may eventually be involved in the project itself. In this procedure emphasis should be placed upon the effort to explain to these key personnel the objectives of the program. At this time there should be opportunities for the participants to become involved in detailed discussion of the ways in which their respective organizations would be included. Questions regarding personnel, time, financial commitments, available resources, and allocations of responsibilities should be satisfactorily answered to enable the program to proceed smoothly through the final step in the planning stage.

to proceed smoothly through the final step in the planning stage.

Phase 6. Coordinating and synchronizing for action - the document revised by the steering committee becomes the guideline for selecting program personnel and informing them of their short-term and long-range objectives. It also sets the limits for future planning and controlling deliberations. The planning stage now concludes in a formal sense and the program moves to the action stage.

Stages II and III are obviously contingent upon decisions made in the planning stage of the project. For this reason it is not possible to describe them in detail. In general, the second and third stages of any cooperative endeavor could be outlined according to the following sequences of events:

Stage II The Program in Action
- Phase 1. Hiring personnel
- Phase 2. Organizing personnel and resources
- Phase 3. Commitment to operational goals
- Phase 4. Developing feedback systems
- Phase 5. Analysis, adjustment, and reinforcement

Stage III Data Collection and Evaluation
- Phase 1. Collection of predetermined data
- Phase 2. Analysis of function
- Phase 3. Collection of additional data
- Phase 4. Analysis of data
- Phase 5. Interpretation of data

It is not an easy task to organize a cooperative educational program in this area of the nation, for the "pooling of resources" is a new experience to local educators for a variety of reasons. Undoubtedly a significant factor contributing to the hesitancy toward shared activities is the threat to the autonomy of local boards of education and school officials. While there may be overconcern, this threat is not unwarranted for districts fearful of consolidation. It must be recognized, however, that the rising costs of education are creating a new sense of urgency among foresighted educators. New and better ways to strengthen education must be devised, simply because our present approaches are proving inadequate to meet the challenges we face. Now is the time that we must begin to mobilize our forces if we are not to lose control of those prerogatives which rightfully belong to our profession. We must initiate at the earliest possible moment a program for the identification of resources available for the support of educational progress. Having done so we must follow this project up with other specific programs which enable us to capitalize on these valuable resources.

CONCLUSIONS

The subject of cooperation has been discussed in dramatic and pragmatic ways in this publication. The keen sense of urgency to work together has been emphasized many times by each contributor. In the final analysis, however, it remains up to the school superintendents who are members of the Metropolitan School Study Group to decide whether they wish to assume the leadership which such forms of cooperative enterprise require. One might ask such embarassing questions as "Who will lead the leaders?" or "Who will initiate the first proposal for comprehensive cooperative action?" or "Who will emphasize the need for sharply increased financial commitments by each school district to support mutually benefitting studies?" These are relevant questions which require answers if the school administrators of the Greater Kansas City metropolitan area are to be granted their appropriate places of respect in the total planning which is now underway. If strong leadership is not exerted soon the vacuum will be filled by laymen and special interest groups who could work to the ultimate detriment of education. The most potent and resourceful means for gaining a voice in regional planning is is a representative organization such as MSSG, an organization that could make "creative localism" a reality rather than an expression. If the leaders of that organization fail to act with vigorous leadership they will preclude the orderly and positive development of educational progress in the Greater Kansas City area for many years to come. The time to act is now.

APPENDIX A

Definition of Metropolitan Area

The criteria which apply to the above definition according to the Bureau of the Budget are summarized as follows:

1. Each standard metropolitan statistical area must include at least: (a) One city with 50,000 or more inhabitants or (b) Two cities having contiguous boundaries and constituting for general economic and social purposes, a single community with a combined population of at least 50,000.

2. If two or more adjacent counties each have a city of 50,000 inhabitants or more and the cities are within 20 miles of each other, they will be included in the same area unless there is definite evidence that the two cities are not economically and socially integrated.

3. At least 75% of labor force of the county must be in the non-agricultural labor force.

4. In addition to criterion 3, the county must meet at least one of the following conditions: (a) 50% or more of its population living in contiguous minor civil divisions[5b] with a density of at least 150 persons per square mile. (b) Non-agricultural workers employed in the county must equal at least 10% of same employed in county with central city, or be place of employment of a non-agricultural labor force of 10,000. (c) Non-agricultural workers living in the county must equal at least 10% of same living in county with central city or be place of residence of a non-agricultural labor force of 10,000.

5. Modifications applied to New England due to lesser importance of county as administrative unit.

6. County regarded as integrated if either of following criteria is met: (a) 15% of workers living there work in that county or counties containing central cities. (b) 25% of those working there live in that county or counties containing central cities.

5Bureau of the Budget, Executive Office of the President, **Standard Metropolitan Statistical Areas** booklet prepared by U. S. Office of Statistical Standards, Washington, D.C. 1964. pp. 1-3.

5b A contiguous minor civil division either adjoins a central city in a standard metropolitan statistical area or adjoins an intermediate minor civil division of qualifying population density.

APPENDIX B

Educational Programs and Dissemination by Metropolitan Kansas City Agencies

Mid-Continent Regional Educational Laboratory, Contact, Dr. Robert Gilchrist, Director

Metropolitan School Study Group, Contact, Edwin Bailey, Executive Secretary

Kansas City Regional Council for Higher Education, Contact, Dr. Herbert Wood, Director

Kansas City, Missouri Chamber of Commerce, Contact, Robert Ingram, President

Kansas City, Kansas Chamber of Commerce, Contact, Joe Jenkins, President

Independence, Missouri Chamber of Commerce, Contact, Victor J. Waite, President

Overland Park, Kansas Chamber of Commerce, Contact, Dick Molamphy, Executive Director

Kansas Council for Economic Education, (The Young President's Club), Contact, Mr. Ed Wells

Other relevant agencies which might provide some forms of assistance in cooperative endeavors are the following:

1. American Bankers Association
2. American Economic Association (Local Unit)
3. American Federation of Labor-Congress for Industrial Organization (AFL-CIO)
4. Carnegie Corporation Foundation
5. Civic Council of Greater Kansas City
6. Economic Education for the Clergy
7. Harvard-Newton Case Studies in Economic Education
8. Kansas City Council for Economic Education
9. Missouri and Kansas State Chambers of Commerce
10. National Association of Manufacturers
11. National Commission for Cooperative Education
12. Science Research Associates

APPENDIX C

Developing a Metropolitan Data Bank (Suggested Information)

1. Sources of audio-visual aids to education
   a. Art museums
   b. Historical museums in area
   c. Television stations
   d. Librarie
   e. Business and industrial organizations
   f. Social agencies
   g. Governmental agencies
2. Listings of personnel informed on specific topics
   a. Visiting national dignitaries
   b. Local Specialists
   c. Visiting foreign dignitaries
   d. Temporary residents
3. Identified innovative educational programs
   a. Public, private, and parochial educational programs
   b. Business and industrial training programs
   c. College and university experimental programs
4. Listings of community service agencies
   a. Public service agencies
   b. Regional planning committees
   c. Governmental taxing units
   d. Fact finding groups
5. Listings of regionally based organizations
   a. Metropolitan committees
   b. State agencies
   c. National groups
   d. International organizations